



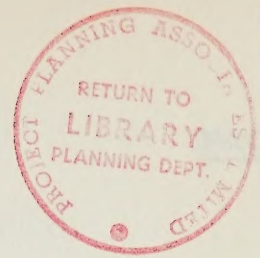
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PREFACE
METROPOLITAN ORGANIZATION
REPORT OF THE COMMISSIONER OF FINANCE
REPORT OF THE COMMISSIONER OF ASSESSMENTS
A
SUBMISSION BY
THE COUNCIL
OF THE
MUNICIPALITY OF METROPOLITAN TORONTO
TO
THE COMMISSION (APPOINTED BY THE
LIEUTENANT-GOVERNOR-IN-COUNCIL
OF THE PROVINCE OF ONTARIO) TO
INQUIRE INTO THE AFFAIRS OF THE
METROPOLITAN CORPORATION

JUNE 15th, 1957

SUBMISSION BY

THE COUNCIL



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THE COMMISSION APPOINTED BY THE
LIEUTENANT-GOVERNOR-IN-COUNCIL
OF THE PROVINCE OF ONTARIO TO
INQUIRE INTO THE AFFAIRS OF THE
METROPOLITAN CORPORATION

JUNE 15th 1957

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METROPOLITAN ORGANIZATION

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This brief has been prepared by the officials and department heads of the Metropolitan Corporation. The Metropolitan Toronto Planning Board has prepared the summaries of the individual department reports and supervised the publication of the brief.

PREFACE

THE LIEUTENANT GOVERNOR IN COUNCIL OF THE
PROVINCE OF ONTARIO HAS ESTABLISHED A COMMISSION

(1) TO INQUIRE INTO AND REPORT UPON -

(A) THE COMPOSITION, ORGANIZATION AND METHODS OF

OPERATION OF THE METROPOLITAN COUNCIL AND THE

METROPOLITAN SCHOOL BOARD ESTABLISHED PURSUANT

TO THE MUNICIPALITY OF METROPOLITAN TORONTO

ACT, 1953, AS AMENDED;

(B) THE EXTENT TO WHICH THE METROPOLITAN MUNICIPAL

GOVERNMENT AND ORGANIZATION ESTABLISHED BY THE

SAID LEGISLATION HAS SUCCEEDED IN MEETING THE

NEED FOR A BETTER FORM OF LOCAL GOVERNMENT IN

THE SAID AREA AND ACCOMPLISHING THE OBJECTIVES

FOR WHICH IT WAS ESTABLISHED;

AND

- (2) TO MAKE SUCH RECOMMENDATIONS WITH RESPECT TO THE MATTERS INQUIRED INTO AS MAY BE CONSIDERED DESIRABLE.

THE METROPOLITAN COUNCIL HAS APPROVED THE PRESENTATION OF A SUBMISSION TO THE COMMISSION INDICATING THE EXTENT TO WHICH THE METROPOLITAN CORPORATION HAS SUCCEEDED IN PROVIDING THE METROPOLITAN SERVICES WHICH HAVE BEEN MADE ITS RESPONSIBILITY BY THE MUNICIPALITY OF METROPOLITAN TORONTO ACT AS AMENDED. THE COUNCIL HAS DIRECTED THAT THE BRIEF SHALL CONTAIN A STATEMENT OF THE CONDITIONS WHICH PREVAILED PRIOR TO THE ESTABLISHMENT OF THE METROPOLITAN CORPORATION WHICH CAME INTO ADMINISTRATIVE OPERATION ON JANUARY 1st, 1954 AND THE SITUATION AS IT WILL EXIST ON DECEMBER 31st, 1957 AFTER A FOUR-YEAR PERIOD OF METROPOLITAN ADMINISTRATION.

THE METROPOLITAN COUNCIL HAS FURTHER DIRECTED THAT, AS THERE MAY BE A SUBSTANTIAL DIVERGENCE OF OPINION AMONG THE MEMBERS OF THE COUNCIL WITH RESPECT TO THE COMPOSITION, ORGANIZATION AND METHODS OF OPERATION OF THE COUNCIL, THAT THIS BRIEF SHALL MAKE NO RECOMMENDATIONS UPON SUCH MATTERS AS MAY BE THE SUBJECT MATTER OF REPRESENTATIONS BY THE MUNICIPALITIES COMPRISING THE METROPOLITAN CORPORATION UPON THAT PHASE OF THE INVESTIGATION.

THE COUNCIL WAS ALSO INFORMED THAT THE CHAIRMAN OF THE COUNCIL PROPOSES TO MAKE SOME PERSONAL OBSERVATIONS TO THE COMMISSION UPON THE EFFECTIVENESS OF THE COUNCIL AS PRESENTLY ESTABLISHED TO PROVIDE THE METROPOLITAN SERVICES REQUIRED BY THE MUNICIPALITY OF METROPOLITAN TORONTO ACT AS AMENDED; THE ALTERNATIVE MEANS

WHICH MIGHT BE ADOPTED TO PROVIDE A BETTER REPRESENTATION BY POPULATION AND WITH RESPECT TO THE MANNER IN WHICH THE CHAIRMAN OF THE COUNCIL SHOULD BE ELECTED.

THIS SUBMISSION CONTAINS A STATEMENT BY EACH OF THE METROPOLITAN TORONTO COMMISSIONERS AND HEADS OF DEPARTMENTS AS TO THE SITUATION WHICH PREVAILED PRIOR TO THE ESTABLISHMENT OF THE METROPOLITAN CORPORATION AND AS IT WILL PREVAIL ON DECEMBER 31, 1957.

THIS SUBMISSION IS INTENDED TO BE A FACTUAL RECORD. IT DOES NOT ATTEMPT TO EVALUATE THE PROGRESS WHICH HAS BEEN MADE AS THAT CAN BE MORE OBJECTIVELY AND EFFECTIVELY PERFORMED BY THE COMMISSION.

IT IS EXPECTED THAT MANY ORGANIZATIONS IN THE METROPOLITAN AREA WHICH ARE INTERESTED IN ITS DEVELOPMENT

WILL HAVE OBSERVATIONS TO MAKE WITH RESPECT TO THE
DEGREE OF SUCCESS WHICH HAS ATTENDED THE EFFORTS OF
THE METROPOLITAN COUNCIL IN ITS NEW FIELD OF MUNICIPAL
ADMINISTRATION.

FREDERICK G. GARDINER Q.C.
CHAIRMAN, METROPOLITAN
TORONTO COUNCIL

JUNE 15, 1957.

METROPOLITAN ORGANIZATION

THE DEPARTMENTS, BOARDS AND COMMISSIONS ESTABLISHED
BY THE MUNICIPALITY OF METROPOLITAN TORONTO ARE:

1953

ASSESSMENT DEPARTMENT

AUDIT DEPARTMENT

CLERK'S DEPARTMENT

LEGAL DEPARTMENT

PERSONNEL DEPARTMENT

ROADS DEPARTMENT

TREASURY DEPARTMENT

WELFARE AND HOUSING DEPARTMENT

WORKS DEPARTMENT

METROPOLITAN PLANNING BOARD

METROPOLITAN SCHOOL BOARD

TORONTO TRANSIT COMMISSION

JUVENILE AND FAMILY COURT

1954

COURTS OF REVISION

TRAFFIC ENGINEERING DEPARTMENT

1955

CIVIL DEFENSE COMMITTEE

PARKS DEPARTMENT

1956

PROPERTY DEPARTMENT

1957

BOARD OF POLICE COMMISSIONERS

LICENSING COMMISSION

MAGISTRATE'S COURT

REPORT OF THE COMMISSIONER OF FINANCE

SUMMARY

PRIOR TO THE ESTABLISHMENT OF THE MUNICIPALITY OF METROPOLITAN TORONTO MANY OF THE AREA MUNICIPALITIES, LACKING IN INDUSTRIAL AND COMMERCIAL ASSESSMENT, EXPERIENCED GREAT FINANCIAL DIFFICULTIES IN RAISING SUFFICIENT TAXES FOR CURRENT EXPENDITURES AND, IN PARTICULAR, IN SELLING DEBENTURES.

THE EXCLUSIVE POWER GIVEN TO THE METROPOLITAN CORPORATION TO ISSUE DEBENTURES FOR THE PURPOSES NOT ONLY OF THE METROPOLITAN CORPORATION, INCLUDING THE TORONTO TRANSIT COMMISSION, BUT ALSO FOR THE PURPOSES OF THE AREA MUNICIPALITIES AND THEIR BOARDS OF EDUCATION, HAS RELIEVED THIS SITUATION. AS SUCH DEBENTURES ARE DIRECT, JOINT AND SEVERAL OBLIGATIONS OF THE METROPOLITAN CORPORATION AND THE AREA MUNICIPALITIES, THEY ARE MORE

READILY ACCEPTED BY THE BOND MARKET THAN WERE THOSE
OF THE AREA MUNICIPALITIES WITH THE EXCEPTION OF THE
CITY OF TORONTO.

THE SUCCESSFUL DEBENTURE FINANCING TO DATE OF
APPROXIMATELY \$201, 700, 000 OF METROPOLITAN DEBENTURES,
OF WHICH \$76, 000, 000 WERE FOR METROPOLITAN PURPOSES AND
\$125, 700, 000 FOR THE PURPOSES OF THE AREA MUNICIPALITIES
AND THEIR BOARDS OF EDUCATION, IS AN INDICATION OF THE
FINANCIAL STRENGTH DERIVED FROM THE ESTABLISHMENT OF
METROPOLITAN GOVERNMENT.

ASSUMING THAT 50% OF THE DEBENTURES FOR METRO-
POLITAN PURPOSES ARE FOR THE BENEFIT OF THE CITY OF
TORONTO AND THAT THEREFORE SAVING IN INTEREST COSTS
IS APPLICABLE ONLY TO THE OTHER 50%, THE TOTAL ESTIMATED
SAVING IN INTEREST COSTS ON BONDS ISSUED DURING THE FOUR
YEARS 1954 TO 1957 IS \$21, 500, 000. IN ADDITION, SAVINGS OF

INTEREST ON SHORT-TERM LOANS DURING THE SAME PERIOD
WILL PROBABLY AMOUNT TO \$300,000 TO \$400,000.

THE EXCLUSIVE DEBENTURING POWER OF THE METROPOLITAN CORPORATION HAS MADE POSSIBLE THE DEVELOPMENT OF A METROPOLITAN CAPITAL WORKS PROGRAMME FOR THE NEXT TEN YEARS AND THE INTEGRATION OF THAT PROGRAMME WITH THE ANTICIPATED CAPITAL REQUIREMENTS OF THE AREA MUNICIPALITIES AND THEIR BOARDS OF EDUCATION.

THE ASSUMPTION, SINCE 1954, OF VARIOUS SERVICES WHICH HAD PREVIOUSLY BEEN THE RESPONSIBILITY OF THE AREA MUNICIPALITIES BY THE METROPOLITAN CORPORATION INVOLVES AN ESTIMATED GROSS EXPENDITURE OF \$16,912,373 IN 1957. THE BULK OF THIS, \$14,542,816 IS REQUIRED FOR POLICE (INCLUDING GRANT TO POLICE WIDOWS' AND ORPHANS' FUND) AND MAGISTRATE'S COURTS.

A VERY SATISFACTORY PENSION PLAN HAS BEEN

ESTABLISHED FOR EMPLOYEES OF THE METROPOLITAN
CORPORATION AND A METROPOLITAN POLICE PENSION PLAN
CAME INTO OPERATION ON JANUARY 1, 1957.

ALL MAJOR FINANCIAL ADMINISTRATIVE PROBLEMS
BETWEEN THE AREA MUNICIPALITIES AND THE METROPOLITAN
CORPORATION WHICH EXISTED IN 1954 HAVE BEEN AMICABLY
RESOLVED AND A GRATIFYING SPIRIT OF COOPERATION EXISTS
BETWEEN THE RESPECTIVE OFFICIALS.

REPORT OF THE COMMISSIONER OF FINANCE

In reviewing the financial structure of the Metropolitan Corporation the following points should be noted:

- (a) It should be kept in mind that the purpose of The Municipality of Metropolitan Toronto Act is "To provide for the federation of the Municipalities in the Toronto Metropolitan Area for certain financial and other purposes".
- (b) Though the importance of the Legislation in eliminating jurisdictional difficulties should not be minimized the value of the Metropolitan organization is largely based on two financial provisions namely:
 - (i) Re-distribution of the costs of certain services on a Metropolitan area-wide basis of financial responsibility thereby removing the impediment to the essential provision of those services and the maximum development of the Metropolitan Toronto Area which arises from the concentration of Industrial and Commercial Assessment largely in certain of the constituent Area Municipalities.
 - (ii) The exclusive power given to the Metropolitan Corporation to issue debentures for the purposes not only of the Metropolitan Corporation, including the Toronto Transit Commission, but also, for the purposes of the Area Municipalities and their Boards of Education. A very important feature in this connection is that all such debentures are direct, joint and several obligations of the Metropolitan Corporation and the Area Municipalities notwithstanding the fact that the whole or any portion of the rates imposed for the payment thereof

may have been levied only against one or more of the Area Municipalities.

- (c) Since Capital Expenditures are eventually reflected in annual charges and such charges will be undoubtedly more capable of being met under the financial provision of area-wide levy, this provision facilitates development of both currently financed and debenture financed services provided by the Metropolitan Government.
- (d) In so far as Capital Improvements are concerned the exclusive debenturing power of the Metropolitan Corporation facilitates and gives the power to control the development, subject to the approval of the Ontario Municipal Board, not only of Metropolitan but also of Area Municipality works.
- (e) This exclusive debenturing power has had the following very beneficial results:
 - (i) Development of a Metropolitan Capital Works Programme for the next ten years and the integration of that programme with the anticipated Capital requirements of the Area Municipalities and their Boards of Education, subject to limits to be fixed annually by the Metropolitan Corporation in the light of the overall tax burden to the Rate-payers and the resources of the investment market.
 - (ii) The successful debenture financing to date of approximately \$201,700,000 Metropolitan debentures of which \$76,000,000 were for Metropolitan purposes and \$125,700,000 for the purposes of the Area Municipalities and their Boards of Education. This financing, particularly under money market conditions which have prevailed in the past year, is in itself an indication of the increased financial strength derived from the establishment of Metropolitan Government.

(iii) In computing any estimate of savings in debenture interest costs, it is reasonable to exclude any financing which would have been done by the City of Toronto on the assumption that the City would have obtained as favourable rates as the Metropolitan Corporation. This presents no difficulties in so far as debenturing for the specific purposes of the City and its Board of Education, but does raise a question as to the savings which may be claimed with respect to Metropolitan works. If all Metropolitan works are considered to be for the benefit of the inhabitants of the Metropolitan Toronto Area as a whole, then on the basis that approximately 50% of the inhabitants are located at the present time in the City of Toronto, it may be reasonable to say that debenture interest savings have been realized with respect to 50% of the debentures issued to date for Metropolitan purposes. At least the calculation of savings on a 50% proportion cannot be considered an over-statement. On this basis the estimated savings in interest over the lifetime of the debentures issued to date amount to \$14,500,000 of which \$9,000,000 is with respect to debentures issued for the specific purposes of the Area Municipalities and their Boards of Education and \$5,500,000 with respect to debentures issued for Metropolitan purposes. A further amount of approximately \$7,000,000 saving has been estimated with respect to probable debenture issuance in the balance of this year of which \$5,100,000 will be with respect to debentures to be issued for the Area Municipalities and their Boards of Education and \$1,900,000 will be with respect to debentures to be issued for Metropolitan purposes. The total estimated saving in interest costs during the four-year period from January 1st,

1954 to December 31st, 1957 is, therefore, \$21,500,000.

- (f) Large amounts of funds must be borrowed each year by the Metropolitan Corporation to temporarily finance current expenditures including Maintenance Assistance Payments to the Area Municipalities' Boards of Education pending tax collection by the Area Municipalities of the Metropolitan levy and to finance capital expenditures pending the issuance of debentures for Metropolitan purposes and for the purposes of the Area Municipalities and their Boards of Education. In the absence of the Metropolitan Government, of course, these amounts would be borrowed by the Area Municipalities and, with the exception of the City of Toronto, at higher rates. By the end of 1957 savings on this account will probably amount to between \$300,000 and \$400,000.
- (g) A very satisfactory pension plan has been established for employees of the Metropolitan Corporation with provision for employees of Area Municipalities or Local Boards to join the plan by agreements with the respective Governing Bodies. This plan has been approved by the Minister of Municipal Affairs.
- (h) A Metropolitan Police Pension Plan was established in 1956 and came into operation on January 1st, 1957. All assets of the Toronto Police Benefit Fund (approximately \$10,000,000) were taken over as of that date. This pension plan has been approved by the Minister of Municipal Affairs.
- (i) The gross budgeted current expenditures for Metropolitan purposes for 1954 and 1957 were as follows:
- | | |
|------|----------------|
| 1954 | \$ 56,223,436. |
| 1957 | \$106,544,668. |
- (j) Since 1954 the following new services have been assumed as a Metropolitan responsibility:

Estimated
Gross Expenditure
1 9 5 7

1955

Registry Buildings	\$	269,715
Civil Defence		426,027

1956

Toronto Island	197,406
Air Pollution Control	200,000
Grant to Metropolitan Industrial Commission	47,079
Grant to T.T.C. re Blind and War Amps.	50,000

1957

Police	13,309,659
Magistrates' Courts	1,146,157
Licensing	335,700
Metropolitan Conservation Authority	287,808
Special Grants	250,000
Grants to Police Widows' and Orphans' Fund	87,000
Riverdale Zoo	221,672
Traffic Safety	84,150
	\$ 16,912,373

All major financial administrative problems between the Area Municipalities and the Metropolitan Corporation which existed in 1954 have been satisfactorily and amicably resolved. A gratifying spirit of co-operation exists between officials of this Department and those in all Area Municipalities.

REPORT OF THE COMMISSIONER OF ASSESSMENTS

SUMMARY

ON JANUARY 1, 1954, THE METROPOLITAN TORONTO ASSESSMENT DEPARTMENT REPLACED THE LOCAL ASSESSMENT ADMINISTRATIONS IN THE THIRTEEN AREA MUNICIPALITIES AS ASSESSMENT BECAME A PURELY METROPOLITAN FUNCTION.

DURING 1953, THE GREATER TORONTO ASSESSMENT BOARD, APPOINTED BY THE PROVINCE, HAD RE-ASSESSED THE TWELVE SUBURBS TO BRING THEM INTO LINE WITH THE CITY, WHICH HAD JUST PREVIOUSLY BEEN RE-ASSESSED.

DURING 1954, 1955 AND 1956 THE METROPOLITAN ASSESSMENT DEPARTMENT RE-ASSESSED ALL PROPERTIES IN THE THIRTEEN MUNICIPALITIES SO THAT METROPOLITAN ASSESSMENTS ARE NOW FULLY EQUALIZED UNDER ONE UNIFORM SYSTEM.

TOTAL ASSESSMENT FOR THE 1954 LEVY WAS \$2,475,000,000;
FOR THE 1957 LEVY IT IS \$3,183,000,000. THE NUMBER OF PRO-
PERTIES ASSESSED HAS INCREASED BY 40,000 OR 13% SINCE THE
BEGINNING OF 1954.

A TOTAL OF OVER \$406,000,000 IN NEW ASSESSMENT
HAS BEEN ADDED UNDER SECTION 51 OF THE ASSESSMENT ACT,
FROM JANUARY 1954 TO APRIL 1957.

IN ADDITION TO MAKING ALL ASSESSMENTS, THE DEPART-
MENT PROCESSES ALL APPLICATIONS FOR ADJUSTMENT OF
TAXES, AND HANDLES ALL ADDRESSOGRAPH WORK RELATED
TO ASSESSMENT AND TAXES FOR THE AREA MUNICIPALITIES.

REPORT OF THE COMMISSIONER OF ASSESSMENTS

As of January 1, 1954, the individual Assessment administrations in each of the area municipalities were dissolved and the making of the assessment required each year for the purposes of each area municipality and the metropolitan corporation became a function of the Metropolitan Council. The assessment commissioner, assessors, clerks, etc., are appointed by the Metropolitan Council and for the purposes of each area municipality are deemed to be the assessment commissioner, assessors, etc. of such area municipality.

The assessment used to apportion the levy required for the first year of metropolitan government was, in respect of the twelve suburban municipalities, made during the year 1953 by a staff employed under the jurisdiction of the Greater Toronto Assessment Board, which Board was created and appointed by the Province, the clerical and other work related to such assessment being performed by the staff of the Assessment Department in each area municipality.

Owing to Toronto having been re-assessed just prior to the creation of the aforementioned Board the Toronto assessed values were accepted by such Board.

During the years 1954, 1955 and 1956 the Metropolitan Assessment Department has re-assessed all of the properties in the thirteen area municipalities so that now it can be said that all properties are being assessed under one uniform system and that a Metropolitan equalized assessment exists.

The total assessment upon which the Metropolitan levy was apportioned for the years 1954, 1955, 1956 and 1957 is as follows...

1954	\$2,474,696,765
1955	2,705,146,354
1956	2,952,196,368
1957	3,183,122,850

Evidence of the new development and growth which has taken place in the Metropolitan area is reflected in the following facts.

It is estimated that at January 1, 1954, the number of properties to be valued is 310,000 and the number of assessments to be made is 485,000 compared with an estimate for the year 1957 of 350,000 properties and 550,000 assessments.

During the years 1954, 1955, 1956 and 1957 to April 30, there has been added to the assessment of such years, for new buildings and structures, pursuant to Section 51 of the Assessment Act, on the basis of 12 months the following new assessment:

1954	\$103,821,165
1955	148,510,059
1956	113,103,447
1957 (to Apr.30)	41,410,516

While the main function of the Assessment Department, under the provisions of the Municipality of Metropolitan Toronto Act, 1953, and amendments thereto, is that of making the assessments, the Department as a service to the area municipalities, processes all applications for adjustment of taxes, made pursuant to Sec. 124 of the Assessment Act.

In addition thereto, by agreement with the greater number of area municipalities, all addressograph work related to assessment and taxes has been centralized within the Department thereby providing a more efficient service and at a lower cost.

REPORT OF THE COMMISSIONER OF WORKS

SUMMARY

UNDER THE STATUTES OF THE PROVINCE OF ONTARIO,
AND UPON DIRECTION OF THE MUNICIPALITY OF METROPOLITAN
TORONTO COUNCIL, THE METROPOLITAN DEPARTMENT OF
WORKS IS RESPONSIBLE FOR THE FOLLOWING FUNCTIONS:-

PRODUCTION, TREATMENT AND
SUPPLY OF WATER TO THE DISTRI-
BUTION SYSTEMS OF THE 13 AREA
MUNICIPALITIES.

COLLECTION OF SANITARY DRAINAGE
FROM THE SYSTEMS OF EACH OF THE
13 AREA MUNICIPALITIES, AND ITS
TREATMENT BEFORE DISCHARGE INTO
RECEIVING WATERS.

ACCOMMODATION OF CERTAIN SURFACE

WATER WHICH IS CONSIDERED A
METROPOLITAN RESPONSIBILITY.
CONTROL AND ELIMINATION OF
ATMOSPHERIC POLLUTION.

THE METROPOLITAN COUNCIL IMMEDIATELY ENGAGED THE
FIRM OF GORE AND STORRIE TO BRING UP TO DATE A
PREVIOUS REPORT ON WATER SUPPLY AND SEWAGE DISPOSAL.
THE REVISED REPORT, DATED JANUARY 30, 1954, HAS FORMED
THE BASIS FOR A COMPREHENSIVE IMPROVEMENT PROGRAMME.

OWING TO THE DIVERGENCE OF ACTIVITIES UNDER
THE JURISDICTION OF THE DEPARTMENT, THE RESPECTIVE
FUNCTIONS HAVE BEEN DISCUSSED INDEPENDENTLY.

WATER

PRIOR TO THE INCORPORATION OF THE MUNICIPALITY
OF METROPOLITAN TORONTO, AREA MUNICIPALITIES OPERATED

FOUR FILTRATION PLANTS WITH A COMBINED CAPACITY OF 236 MILLION GALLONS OF WATER PUMPED FROM LAKE ONTARIO AND THREE WELLS WITH A COMBINED CAPACITY OF 9 MILLION GALLONS, OR A TOTAL NOMINAL CAPACITY OF 245 MILLION GALLONS DAILY. THE TOTAL CAPACITY WAS JUST BARELY SUFFICIENT FOR THE TOTAL DEMAND AT THE END OF 1953, BUT INADEQUACY OF RESERVOIRS, PUMPING STATIONS AND TRUNK MAINS SEVERELY CURTAILED THE SUPPLY TO THE MUNICIPALITIES EXPERIENCING THE MOST RAPID GROWTH.

EXTENSIVE MEASURES HAVE BEEN TAKEN TO REMEDY THESE CONDITIONS. A TOTAL OF \$36,483,000 WILL HAVE BEEN INVESTED IN THE METROPOLITAN WATER SYSTEM IN THE FOUR YEARS 1954 TO 1957. DURING THIS PERIOD THE SALE OF WATER TO CONSUMERS INCREASED BY 10.1%.

BY THE END OF 1957, 110 MILLION GALS. WILL HAVE

BEEN ADDED TO THE ORIGINAL CAPACITY OF 245 MILLION GALLONS DAILY. TRUNK MAINS WILL HAVE BEEN EXTENDED FROM 94 to 154 MILES, CAPACITY OF PUMPING STATIONS FROM 618 TO 1,015 MILLION GALLONS DAILY, AND CAPACITY OF RESERVOIRS FROM 93 TO 123 MILLION GALLONS.

THE VARIOUS EXISTING WATER PRODUCTION SYSTEMS ASSUMED BY THE METROPOLITAN CORPORATION HAVE BEEN INTEGRATED INTO AN OPERATING UNIT, SPECIALIZED MAINTENANCE FORCES HAVE BEEN ESTABLISHED AND A HIGH STANDARD OF OPERATION HAS BEEN MAINTAINED.

SANITARY AND SURFACE WATER DRAINAGE

PRIOR TO THE INCORPORATION OF THE MUNICIPALITY OF METROPOLITAN TORONTO, PRACTICALLY ALL OF THE AREA MUNICIPALITIES WERE INADEQUATELY SERVED WITH SANITARY DRAINAGE AND SEWAGE TREATMENT FACILITIES. AN EXTENSIVE PORTION OF THE POPULATION OF THE OUTER

TOWNSHIPS WAS SERVED ONLY BY SEPTIC TANKS WHICH ARE
HIGHLY UNSATISFACTORY BECAUSE OF THE SOIL CONDITIONS
IN MOST OF THESE AREAS. ALL EXISTING TREATMENT PLANTS
WERE SEVERELY OVERLOADED, MOST OF THEM REMOVING
ONLY 40% TO 55% OF THE SUSPENDED SOLIDS.

THE MANY OVERLOADED SEWAGE TREATMENT PLANTS
WHICH DISCHARGED THEIR RESPECTIVE EFFLUENTS TO THE
VARIOUS RIVERS LOCATED IN THE METROPOLITAN AREA,
OR DIRECTLY THROUGH OUTFALL SEWERS TO THE LAKE,
WERE CAUSING SEVERE POLLUTION IN LAKE ONTARIO
FROM WHICH THE WATER SUPPLY FOR MOST OF THE RESI-
DENTS OF THE AREA IS TAKEN. SOME OF THE OLDER SEWAGE
TREATMENT PLANTS WERE IN POOR STATE OF REPAIR.

A NUMBER OF SPECIFIC PROBLEMS OF SURFACE WATER
DRAINAGE RESULTED IN FLOODING CONDITIONS IN SOME
AREAS AND CAUSED DIFFICULTIES IN THE OPERATION OF

SEWAGE TREATMENT PLANTS IN OTHERS.

THE ADOPTED CAPITAL WORKS PROGRAMME EMBRACES MAJOR TREATMENT PLANTS AT THE MOUTHS OF THE LARGER RIVERS IN THE METROPOLITAN AREA, WITH SANITARY TRUNK SEWER SYSTEMS EXTENDING NORTHERLY FROM EACH PLANT. THREE NEW PLANTS AND ENLARGEMENT OF THREE EXISTING PLANTS WILL PROVIDE OVER 200 MILLION GALLONS ADDITIONAL CAPACITY DAILY.

THE GLENDALE AND WESTON PLANTS WERE ESSENTIALLY COMPLETED IN 1956, AND THE HIGHLAND CREEK PLANT WILL START OPERATING IN 1957.

WORK OF THE MAIN (ASHBRIDGE'S BAY) AND HUMBER PLANTS WILL BE COMPLETED IN 1958, BUT A MAJOR PART OF THE WORK WILL HAVE BEEN FINISHED BY THE END OF THE CURRENT YEAR.

DISCUSSIONS HAVE BEEN HELD WITH OFFICIALS OF THE ONTARIO WATER RESOURCES COMMITTEE FOR A NEW SEWAGE TREATMENT PLANT AT THE MOUTH OF THE ETOBI-COKE CREEK, TO SERVE PARTS OF TORONTO TOWNSHIP AS WELL AS TO REPLACE THE EXISTING LONG BRANCH PLANT.

AT THE END OF 1957, ABOUT 20 MILES OF NEW TRUNK SEWERS WILL BE COMPLETED.

THE TOTAL EXPENDITURE FOR TRUNK SEWERS AND TREATMENT PLANTS DURING THE FOUR YEARS 1954 TO 1957 IS ESTIMATED AT \$21,860.000.

CONSIDERABLE PROGRESS HAS BEEN MADE IN IMPROVEMENT OF EXISTING PLANTS, MAINTENANCE OF BUILDINGS AND GROUNDS - WHICH HAVE BEEN MADE ACCESSIBLE TO THE PUBLIC AS PARKS - IN LABORATORY CONTROL, IN CONTROL OF THE EFFLUENT OF INDUSTRIAL PLANTS, AND IN THE

TREATMENT OF SLUDGE.

AN EXTENSIVE STORM SEWER IN THE BLACK CREEK VALLEY WILL BE COMPLETED IN 1957, AT AN ESTIMATED COST OF \$3,250,000. ANOTHER STORM SEWER IS UNDER CONSTRUCTION IN THE TOWNSHIP OF NORTH YORK, AT AN ESTIMATED COST OF \$1,100,000. CONSULTING ENGINEERS HAVE BEEN ENGAGED TO PREPARE PLANS FOR OTHER SURFACE DRAINAGE WORKS.

AIR POLLUTION CONTROL

PRIOR TO DECEMBER 31, 1955, AIR POLLUTION WAS CONTROLLED BY THE AREA MUNICIPALITIES, WITH 8 ENGINEERS BEING EMPLOYED IN THE CITY OF TORONTO AND ONLY 2 FULL-TIME INSPECTORS IN THE BALANCE OF THE AREA. RAILWAYS, SMELTERS, REFINERIES, BRICK YARDS AND TILE MANUFACTURERS, AS WELL AS ALL NUISANCES FROM NON-COMBUSTION SOURCES, WERE PRACTICALLY NOT CONTROLLED. THERE WAS NO

RESEARCH LABORATORY AND ONLY A VERY LIMITED AMOUNT OF RESEARCH WORK.

THE CONTROL OF AIR POLLUTION IS NOW GOVERNED BY ONE COMMON BY-LAW OF THE METROPOLITAN CORPORATION. EXTENSION OF CONTROL TO ADDITIONAL TYPES OF NUISANCES AND MORE EFFECTIVE CONTROL WILL BE INSTITUTED AS A RESULT OF LEGISLATION ENACTED BY THE PROVINCE IN 1957. REQUESTS ARE BEING PREPARED FOR FURTHER ADDITIONS TO THE ONTARIO MUNICIPAL ACT.

THE METROPOLITAN CORPORATION NOW EMPLOYS FOR AIR POLLUTION CONTROL A BUDGET OF \$200,000, A STAFF OF 25 QUALIFIED PERSONS, 20 SAMPLING STATIONS, AND RADIO-EQUIPPED MOTOR VEHICLES. EXTENSIVE RESEARCH WORK IS BEING UNDERTAKEN WITH THE AID OF A FULLY EQUIPPED LABORATORY AND A MOBILE LABORATORY IS BEING PREPARED.

A FIVE-MAN APPEAL BOARD HAS BEEN ESTABLISHED
AND LEGAL ASSISTANCE IS BEING SUPPLIED.

AN INVESTIGATION OF REFUSE DISPOSAL HAS BEEN
CARRIED OUT AND SOLUTION OF THIS COMPLEX PROBLEM
IS UNDER STUDY.

REPORT OF THE COMMISSIONER OF WORKS

Under the Statutes of the Province of Ontario, and upon direction of the Municipality of Metropolitan Toronto Council, the Metropolitan Department of Works is responsible for the following functions:-

- I. Production, treatment and supply of water to the distribution systems of the 13 Area Municipalities.
- II. Collection of sanitary drainage from the systems of each of the 13 Area Municipalities, and its treatment before discharge into receiving waters.
- III. Accommodation of certain surface water which is considered a Metropolitan responsibility.
- IV. Control and elimination of atmospheric pollution.
- V. Miscellaneous engineering problems, applicable to more than one Area Municipality.

Owing to the divergence of activities under the jurisdiction of the Department, each of the respective functions has been discussed independently.

I. PRODUCTION, TREATMENT AND SUPPLY OF WATER TO THE
DISTRIBUTION SYSTEMS OF THE 13 AREA MUNICIPALITIES

Conditions Immediately prior to the incorporation of The Municipality
existing on of Metropolitan Toronto, the 13 Area Municipalities operated
December 31, 7 general sources of potable water supply, capable of pro-
1953 ducing a combined total of 245 million gallons of water per
 day. These plants together with their rated capacity were,
as follows:-

Nominal Filtered Water Capacity

Millions of Gallons Daily

Filtration Plants

R.C. Harris Water Purification Plant	-	100
Island Filtration Plant	-	100
Scarborough Filtration Plant	-	14
New Toronto Filtration Plant	-	<u>22</u>
		236

Wells

Etobicoke Wells	-	2.2
North York Wells	-	4.7*
Weston Wells	-	<u>2.3</u>
		9.0

* Includes approximately one million
gallons treated at the Oriole Plant
using water, when available, from
the Don River.

Total nominal capacity of all plants for
potable water per day (in millions of gallons) - 245

Had there been adequate distribution facilities--which was not

the case--this total supply, including the undependable production from wells, was barely sufficient to meet the overall requirements of the 1,172,000 persons and industries located within the 13 Area Municipalities on December 31, 1953. There was no reserve to provide for the increasing population which was growing during that period at the rate of 36,000 persons per annum.

A problem even more serious than the lack of treatment plant capacity for future growth was the inadequacy of trunk mains and pumping stations to transport water from the existing treatment plants into the municipalities experiencing the most rapid expansion.

Existing reservoirs for the storage of water to meet daily peak demands was only about 40% of the desired capacity for such a vast water works system.

In general, the City of Toronto System was supplying sufficient water for its own requirements and those of the Town of Leaside, York Township, and the Villages of Swansea and Forest Hill. It also provided limited amounts of water to the Townships of East York, Scarborough and North York.

The New Toronto System, with its plant enlargement made in 1953, in addition to meeting its own requirements, was delivering a sufficient supply to the Village of Long Branch and the Town of Mimico, and a moderate amount to the Township of Etobicoke.

The Township of East York, in addition to drawing water from the City of Toronto System, was receiving a supply from the Township of Scarborough System. However, it appeared a reasonable assumption that development in Scarborough would soon restrict delivery of water to the Township of East York.

The Town of Weston did not appear to be experiencing difficulty with its supply of water from wells, apart from the local nuisance caused by a relatively high iron content.

The Township of Etobicoke had a moderate supply of water from the recently enlarged New Toronto Plant, and a small source of well water, but unprecedented development and population growth indicated a serious shortage

was imminent.

The Township of Scarborough had completed a 10 million gallon per day extension to its original 4 million gallon per day Filtration Plant in late 1952 and, while it had a moderately sufficient water supply in December 1953, population growth in the Township was phenomenal and indicated a water shortage would be created in a very short time. There was also a lack of trunk mains for distribution of the available water.

The Township of North York was in the most serious position of all the municipalities, being faced with a lack of adequate distribution mains and production facilities, or alternative sources of supply. Besides producing 4.7 million gallons per day from its wells and plant in the east and west branches of the Don River, the Township was purchasing limited and insufficient amounts of water from the Townships of East York, Scarborough, York, the City of Toronto, and the Town of Weston.

Evidence indicates that each of the Area Municipalities had endeavoured to assist its neighbour in acquiring a proper water supply, but there had been no adoption of a co-ordinated master plan for plants, pumping stations, reservoirs and distribution mains, which was essential if a satisfactory system was to be developed.

The City of Toronto in 1950 commenced an extension and rehabilitation programme to its System at an estimated cost of \$10,133,000. This embraced construction of the Parkdale Pumping Station to improve distribution in the west end of the City, an extension and rehabilitation to High Level Pumping Station to improve pressures in the north end of the City, and the installation of large diameter watermains in various locations. By December 1953 approximately 40% of the programme had been completed at an expenditure of \$4,287,000.

Conditions The Metropolitan Council, immediately after its incep-
Anticipated on tion, engaged the firm of Gore and Storrie to revise
December 31, and bring up to date a report which they had prepared
1957 in September 1949 on a proposed plan for water supply
for the City of Toronto and related areas. Their revised report, dated
January 30, 1954, was presented to Council on February 16, 1954. The conclu-
sions and recommendations made therein have formed the basis for Capital Water
Works improvements which have been undertaken.

By December 31, 1957, the capacity of water treatment plants will have been increased to 355 million gallons per day from an original capacity of 245, with major extensions having been completed at the R.C. Harris and the Scarborough Plants. Essentially, no further extension of existing plants will be required until approximately 1966 when additional filtration capacity will be required to meet increased consumption due to development. Necessary planning for future expansion has been commenced.

Contracts have been called for rehabilitation of the Island Filtration Plant, and the \$1,000,000 project will be 30% finished by the end of the current year, with the completion date being late in 1958.

Electrical conversion with betterments at all Plants and Pumping Stations formerly using 25-cycle power has been commenced at an estimated cost of \$400,000, and will be completed by June 1958 when the Ontario Hydro-Electric Power Commission will discontinue delivery of a 25-cycle supply in the Toronto area.

By the end of the year 1957, 181,700 lineal feet of new water-mains, costing some \$16,000,000, ranging in size from 24" to 48" in diameter, will have been installed by the Metropolitan Corporation in extending and developing a satisfactory distribution system to convey available water from the filtration plants to all locations in the Metropolitan area.

The following table serves to indicate the watermains which

were assumed by the Metropolitan Corporation from the Area Municipalities, and shows the extent the Capital Works Programme has augmented the initial distribution system:

Metropolitan Water Works <u>Distribution Mains</u>	Approximate <u>Length in feet</u>
Assumed - January 1, 1954	495,100
Constructed - 1954	22,400
Assumed - July 1, 1955	138,000
Constructed - 1955	45,800
Constructed - 1956	46,000
Scheduled for Construction - 1957	<u>67,500</u>
TOTAL - Assumed 1954 to date	633,100
Constructed 1954 to 1957 inclusive	<u><u>181,700</u></u>

Of the watermains assumed, more than one-half are under 24 inches in diameter. On the other hand, the new mains installed are larger, mainly 36-inch, and therefore capable of distributing much more water. In general, it can be said that during the first four years, the ability of the system to distribute water will have been increased by more than 60 per centum.

Due to the variation in levels throughout the Metropolitan area, it is necessary to maintain five pressure districts, requiring that adequate pumping stations be operated to deliver water from one district to another. During the first four years of operation, rehabilitations and new construction on the following pumping stations, have been undertaken or completed at the costs indicated:-

Metropolitan Water Pumping Stations
on which physical work has been under-
taken since December 31, 1953

<u>Pumping Station</u>	<u>Extent of Work</u>	<u>Estimated Cost</u>	<u>Completion Date</u>
* Parkdale	New Plant	\$1,200,000	July 1955
* High Level	Rehabilitation and Enlargement	890,000	March 1955
West Toronto	New Plant	800,000	June 1957
Lawrence	New Plant	800,000	June 1957
Armour Heights	New Plant	450,000	February 1958
Royal York	New Plant	450,000	February 1958
John Street	Rehabilitation and Increased Capacity	4,500,000	September 1958

* Commenced under City of Toronto \$10,000,000
Capital Works Programme, but completed by
Metropolitan Works Department.

An adequate water supply system requires storage reservoirs to meet periods of peak demand, and the Capital Water Works Programme includes additional facilities to increase the original storage capacity from 93,230,000 gallons to 189,230,000 gallons. A new 30,000,000 gallon reservoir at Lawrence Avenue and Caledonia Road will be commissioned during June of 1957, and later in the year work will be under way on a 25,000,000 gallon unit at Eglinton and Victoria Park Avenues.

While dollar expenditure does not give a complete indication of work accomplished, nevertheless, when combined with the foregoing facts, it

will serve to illustrate the extent to which improvements have been made to the Metropolitan Water Works System. It is, therefore, considered expedient that the following data should be included in this submission:-

Metropolitan Expenditure
on
Capital Water Works Projects

<u>Period</u>	<u>Expenditure</u>
January 1, 1954 to December 31, 1956	\$20,587,000
Estimated for Year 1957	<u>15,896,000</u>
Total Expenditure (Estimated)	
December 31, 1954 to December 31, 1957	\$36,483,000

Over the four-year period, 83 Water Works contracts will have been awarded for various Metropolitan projects and for continuation of the original Toronto Water Works Extension Programme, for which the Metropolitan Corporation became responsible.

The sale of water to the 13 Area Municipalities reflects to some degree the benefits which have accrued from the Capital Works Programme. Water sold to consumers in 1954 was 51,429,404,000 gallons, whereas based on the first four months of 1957 it is estimated that 56,500,000,000 gallons will be distributed, or an increase of 10.1 per centum. The additional supply is reaching the municipalities which have the most urgent need, due to rapid development.

The full benefit of the intensified Water Works Construction Programme, which has been under way since 1954, will be apparent by 1959 when it will be possible, by means of the new trunk distribution mains, to properly distribute the additional water from the enlarged production facilities to the whole Metropolitan area. Then, if additions by the Area

Municipalities to their local distribution systems have kept pace with the Metropolitan Construction Programme, the imposition of lawn watering restrictions should no longer be required, unless abnormal weather conditions are encountered.

In addition to the new facilities completed under the Capital Water Works Programme, the various existing water production systems assumed by the Metropolitan Corporation have been integrated into an operating unit, and a high standard of plant operation has been maintained. Maintenance forces for high voltage electrical equipment, trunk water mains, water meters, reservoirs, tanks, and associated works have been established.

Table Showing Extensions which will have been made to
Metropolitan Water Works Facilities in four-year period
ending December 31, 1957

	Dec. 31	Dec. 31	Estimated Expenditure by Metropolitan Corporation
	<u>1953</u>	<u>1957</u>	
(Nominal Filtration Plant (Capacity - in millions of gallons per day	245.0	355.0	\$8,735,000
(Metropolitan Trunk Mains in miles	93.77	153.96	16,000,000
(Filtered Water Pumping (Capacity (including diesel, (steam and electric motor- (driven direct, stand-by, (and re-pumping equipment) (in millions of gallons per day	618.0	1,015.0	8,748,000
(Reservoir Capacity - (in millions of gallons	93.23	123.23	3,000,000
			<u>\$36,483,000</u>

II. COLLECTION OF SANITARY DRAINAGE FROM
THE SYSTEMS OF EACH OF THE 13 AREA
MUNICIPALITIES, AND ITS TREATMENT BEFORE
DISCHARGE INTO RECEIVING WATERS

Conditions	Immediately prior to the incorporation
Existing on	of The Municipality of Metropolitan
December 31,	Toronto, practically all of the Area
<u>1953</u>	Municipalities were inadequately served
	with sanitary drainage and sewage treat-
	ment facilities.

The City of Toronto System, for the most part, was of the combined type with sewage being treated at the North Toronto and Main Sewage Treatment Plants. The former plant, which also accommodated the Town of Leaside and the Village of Forest Hill, in addition to small areas in the Township of North York, was treating an amount of sewage well above its designed capacity, but was still producing a reasonably good effluent with approximately 90% of the suspended solids being removed. The latter plant was treating practically 90% of the sanitary flow originating within the City, and was providing primary treatment with approximately 50% of the suspended solids being removed.

The Pharmacy Sewage Treatment Plant was accepting the sanitary flow from the western portion of the Township of Scarborough providing approximately 70% removal of the suspended solids. This particular unit, although recently enlarged, was rapidly becoming overloaded.

The Township of East York was operating two plants, namely Todmorden and Danforth Park, each of which was severely overloaded, providing only 55% removal of the suspended solids.

The Township of North York was operating six small sewage

treatment plants, each of them providing 87 to 94% removal of solids; nevertheless, accommodating only 50% of the population and a very small area in relation to the Township's acreage. They were rapidly becoming overloaded due to development in their tributary areas. A seventh plant (Don Mills) was under construction by a Development Company with the approval of the Township. Small sections of the Township of North York were served by connections to the sanitary systems in the Townships of East York and York, the City of Toronto, and the Town of Weston, which were providing sewage treatment accommodation through agreements. An extensive portion of the population in the Township of North York was served by septic tanks which were proving to be unsatisfactory due to the soil conditions in many of the areas.

The Weston Sewage Treatment Plant has been enlarged to accommodate the Town of Weston and parts of the Townships of Etobicoke and North York. Although it was providing moderately good treatment at the time, it was obvious that the rapid development in the areas of North York and Etobicoke which drained to the plant would soon create a serious overloading condition.

Sanitary sewage from the concentrated population in the Township of York drained to the Rockcliffe Plant, which was so severely overloaded it was providing only about 40% removal of the suspended solids.

The Swansea Village Sewage Treatment Plant was accepting more sewage than it could accommodate, with the result that only 78% of the solids were being removed.

Sanitary sewage from the southern portion of Etobicoke Township was treated at the recently constructed Etobicoke Sewage Treatment Plant, situated on Mimico Creek. The area draining to it was only partially developed, with the result that it was not overloaded and provided efficient treatment. However, development in the area tributary to this plant was

proceeding at a rapid rate and there was indication that the plant would soon become overloaded if extended facilities were not provided. Small areas of the Township drained to the Mimico and Long Branch Systems under agreement.

The Towns of New Toronto and Mimico were accommodated by the Union Sewage Treatment Plant situated in Mimico. Due to the heavy sanitary flow containing extensive amounts of industrial waste, this plant had been severely overloaded for a number of years.

The Long Branch Sewage Treatment Plant served the Village of Long Branch, a small section of the Township of Etobicoke, and limited areas in Toronto Township, and was accepting sewage well above its capacity, with the result that only about 48% of the suspended solids were being removed.

Some of the older sewage treatment plants were in poor state of repair.

Evidence indicates that each of the Area Municipalities had endeavoured to assist its neighbour in acquiring sanitary drainage accommodation for its residents, but the existing Sewage Treatment Plants had only a fraction of the capacity required if all citizens were to be provided with accommodation. In addition, the sanitary trunk sewers in practically all of the Municipalities were of insufficient size to permit drainage from one Municipality into its neighbour system to any extent. There had been no adoption of a co-ordinated master plan for sewage plants and trunk sewers deemed essential for the development of a satisfactory sanitary sewerage system.

The many overloaded sewage treatment plants which discharged their respective effluents to the various rivers located in the Metropolitan area, or directly through outfall sewers to the lake, were causing rather severe pollution in Lake Ontario, from which the water supply for most of our residents was taken.

Conditions
Anticipated on
December 31,
1957

A Capital Works Programme to provide the Metropolitan area with adequate sewage treatment plants and sanitary trunk sewers to convey the sewage to them has been adopted by the Metropolitan Council, and many of the projects are under way. The Programme has been planned to conform with the conclusions and recommendations made in a report, dated January 30, 1954, prepared by Messrs. Gore and Storrie, outlining sewage disposal requirements for the Metropolitan area.

In general, the scheme adopted to provide sewerage facilities embraces major treatment plants at the mouths of the larger rivers in the Metropolitan area, with sanitary trunk sewer systems extending northerly from each plant for collection purposes. Extensions and improvements to certain existing plants are also included.

The major plants under construction, and their initial capacities, are set out in the following table:

<u>Plant</u>	Daily Capacity <u>being provided</u>
Highland Creek (new plant)	4,000,000 gals. per day
Main Plant (Ashbridge's Bay)	
(Enlargement and Improvement)	120,000,000 gals. per day
Humber (new plant)	50,000,000 gals. per day
Long Branch (new plant)	To be decided
Glendale (Extension)	3,000,000 gals. per day
Weston (Extension)	6,700,000 gals. per day

The Glendale and Weston Plants were essentially completed in 1956, and the initial Highland Creek Plant will be operating before the end of the year 1957. Work on the Main and the Humber Plants is a

very extensive undertaking and will require several months to finish, although a major portion of the work will have been accomplished by the end of the current year.

Discussions have been held with officials of the Ontario Water Resources Commission respecting the construction of a new sewage treatment plant on the Rifle Ranges to the west of Etobicoke Creek, which installation will replace the existing Long Branch Plant. An official decision in respect to the Metropolitan Corporation's participation in this scheme has not been made to date.

Coincident with the construction of the sewage treatment plants, major sanitary trunk sewers extending from each plant northerly through the Metropolitan area have progressively been constructed over the past four years, but they will not be completed until approximately the year 1960. New sanitary trunk sewers connecting with the Main (Ashbridge's Bay) Plant, which will collect sanitary sewage from ultimately one million persons in the Townships of Scarborough, East York, North York, and the Town of Leaside, constitute one of the most extensive phases of the sewage programme. The sewers will be approximately twenty-five miles in length, embracing 8'6" diameter tunnels, as well as various other conduits ranging down to 48". Construction of this system, at an estimated cost of \$16,250,000, will be approximately 50% completed by the end of 1957.

Sanitary trunk sewers extending from the Humber Plant northerly along the river valley to Weston and up the Black Creek valley to a point in the vicinity of Sheppard Avenue, will provide drainage accommodation for 700,000 persons in the Townships of Etobicoke, York, North York, and the Town of Weston. Work on these major undertakings has been commenced.

Miscellaneous sanitary trunk sewers, including one on Hillhurst Boulevard, which will provide sanitary drainage accommodation to a large area north of the Village of Forest Hill and West of the City of Toronto,

are presently under construction.

The Metropolitan Corporation will have completed the construction of approximately 104,000 feet of trunk sewers by the end of 1957, which, when combined with the trunk sewers assumed, makes the total system 89 miles in length.

Expenditure on new sewage treatment plants and trunk sewers during the period of December 31, 1953 to December 31, 1957 is estimated at \$21,860,000.

Improvements have been made to the sewage treatment plants assumed by the Metropolitan Corporation using funds from current appropriations and considerable attention has been given to the maintenance and general appearance of buildings and grounds. A policy has been adopted permitting the public to use the grounds around the various plants for park purposes.

Rigid laboratory control over the operation of all plants is now being maintained to ensure that satisfactory effluents are produced.

An improved method for the handling of sludge is being constructed at the North Toronto Sewage Treatment Plant.

A continuous investigation has been maintained on the physical and chemical conditions of sewage flow discharged by industrial plants to the Metropolitan sewer system. This work assures that materials do not enter sewers which could cause physical damage or seriously interfere with the operation of sewage plants resulting in a deterioration of the effluent produced.

Plans of all sewers proposed for construction by the local municipalities are examined to ensure conformance with the Metropolitan master sewerage plan.

III. ACCOMMODATION OF CERTAIN SURFACE WATER
WHICH IS CONSIDERED A METROPOLITAN
RESPONSIBILITY

Conditions	Immediately prior to the incorporation
existing on	of The Municipality of Metropolitan
December 31,	Toronto, there existed a number of
<u>1953</u>	specific problems relating to surface
	water drainage.

There were several creeks extending through the south-west portion of the Township of North York, which discharged to the sewer systems of Forest Hill and the Township of York. Due to insufficient capacity in the storm sewer systems of these Municipalities, the creek waters could not be accommodated effectively with the result that serious surface flooding occurred over large areas south of Lawrence Avenue and East of Dufferin Street, in the vicinity of Hillmount Avenue.

There was a creek originating in the Township of Scarborough, which extended through the Townships of North York and East York, and which discharged to the Massey Creek. Extensive culverts installed in the latter did not provide adequate capacity for the flow, resulting in surface flooding conditions.

The Black Creek, which provided a storm water drainage outlet for large areas in the Townships of North York and York, the Town of Weston, and a small area in the City of Toronto, was overflowing its banks during severe rainstorms, causing difficulty particularly in the area adjacent to Weston Road.

Creeks extending through the Township of North York were discharging to the existing combined sewer system in the north section of the City of Toronto. The entrance of the creek waters into the City sewer system was causing difficulty in the operation of the North Toronto Sewage

Treatment Plant.

The Massey Creek, originating in the Township of North York and extending easterly, southerly, and westerly through the Township of Scarborough into the Township of East York, was flooding its banks during periods of rain, causing considerable damage to adjacent residences.

Conditions
anticipated on
December 31,
1957

An extensive storm sewer, approximately 10 feet in diameter, extending from the vicinity of Lawrence Avenue and Bathurst Street southerly and westerly to the Black Creek, at an estimated cost of \$3,250,000, will be completed in August, 1957. This will eliminate flooding in the sewer systems of Forest Hill and York Township and will permit satisfactory development and drainage throughout the area contiguous to Hillmount Avenue in the Township of North York.

Consulting Engineers have been engaged, at the expense of the Metropolitan Corporation, to prepare plans for a new sewer which will satisfactorily accommodate the water in the creek which extends from the Township of Scarborough, through the Township of North York, and into the Township of East York.

Consulting Engineers have prepared a comprehensive report, at the expense of the Metropolitan Corporation, outlining in detail the extent of the engineering works which should be carried out on the Black Creek, in order that it may accommodate satisfactorily surface water reaching it during storm periods. The Metropolitan Administration has tentatively authorized commencement of construction on this project.

A large diameter trunk sewer, extending from the Don River through Sherwood Park, and westerly to Avenue Road and Otter Crescent, under construction at an estimated cost of \$1,100,000, will accept drainage from creeks in the Township of North York, which formerly discharged to

the North Toronto Trunk Sewer System. The removal of the storm water from the North Toronto Trunk Sewer System will permit construction of sanitary sewers in a large portion of the Township of North York located to the west of the City, and will rectify unsatisfactory flow conditions that formerly existed at North Toronto Sewage Treatment Plant.

Consulting Engineers have been engaged to prepare a comprehensive report, at the expense of the Metropolitan Corporation, outlining in detail the extent of engineering works required to carry out improvements along the entire length of the Massey Creek, together with estimates of cost.

Several major rivers and creeks flow through the Metropolitan Toronto area, among which are the Humber River, Don River, Rouge River, Etobicoke Creek and Highland Creek. During Hurricane Hazel in 1954, extensive damage and loss of life occurred along these streams when they overflowed their banks.

All plans for proposed development of subdivisions in the vicinity of watercourses in the Metropolitan Area are reviewed by officials of the Metropolitan Corporation to ensure that encroachment will not occur in the flood planes of any of these streams.

IV. CONTROL AND ELIMINATION

OF

ATMOSPHERIC POLLUTION

Conditions	<u>General Comment</u>
existing on December 31, <u>1953</u>	Prior to the incorporation of The Municipality of Metropolitan Toronto, and until December 31, 1955, the emission of smoke to the atmosphere in this region was controlled by the Councils of the respective Area Municipalities. Some had adopted By-Laws established under either Section 388 or Section 399 of the Municipal Act.

Effective control was difficult to achieve since smelters, refineries, brick-yards and tile manufacturers were practically exempt from the terms of any local by-law because of certain provisions existing in the Municipal Act.

Although there was enabling Provincial legislation only a small number of the 13 Municipalities had adopted By-laws governing nuisances from non-combustion sources, such as packing houses, battery manufacturers, sand handlers, foundries, and other sources of toxic fumes and vapours.

Railways were subject to an order of the Board of Transport Commissioners, issued in 1908, which permitted smoke emissions of a density now considered unnecessary. The maximum fine was set at \$25. and provisions for enforcement left much to be desired.

Municipal Activity

The City of Toronto Smoke Control By-law was enforced by the Department of Property using approximately eight first and second class stationary engineers. The budget for this activity was approximately \$40,000. per year and the area supervised was roughly 22,000 acres. Patrol by the Inspectors was made by foot and public transportation for the most part.

The City of Toronto had an Advisory Board which assisted the Property Department in its Air Pollution Control programme.

In the remaining 12 area Municipalities there were two full-time inspectors engaged on Air Pollution Control work. However, certain of the local Councils used some of their municipal employees on a part time basis.

Research work on the numerous and complex problems associated with Air Pollution was confined more or less to the conducting of surveys to determine existing conditions within the City of Toronto. The facilities of the University of Toronto and the Ontario Research Foundation were employed in this connection.

There was no municipal laboratory to conduct technical studies on a full time basis.

Atmospheric Conditions - December 31, 1953.

At December 31, 1953, industrial heating and power plants, railways and steamships contributed heavily to the atmospheric pollution existing over the Metropolitan Area. There was not an extensive number of apartments and domestic incinerators in existence. Some difficulty was caused by fly ash and smoke discharged by municipal incinerators.

Domestic heating was rapidly being converted from coal to oil resulting in a certain amount of invisible oil-type emission. Automobile and diesel truck exhaust was a source of pollution but did not appear to be causing the severe conditions which existed in some American cities.

Conditions	<u>General Comment</u>
Anticipated on December 31, <u>1957</u> January 1, 1956.	The control of Air Pollution is governed by one common By-Law of the Metropolitan Corporation, under the authority granted by an amendment to the Municipality of Metropolitan Toronto Act, taking effect

Authority granted by the Provincial Government during the 1957 Session, Bill 174, Section 47 (2), now permits the Metropolitan Corporation to control the nuisances from packing houses, battery manufacturers, foundries, etc. and a draft By-Law will shortly be considered for adoption by the Metropolitan Council with provision to control these nuisances.

Bill 177 passed at the 1957 Session of the Provincial Legislature established a procedure whereby Municipalities may have all industries and residences removed from the exemption class in respect to any Municipal Air Pollution By-Law. An application by the Metropolitan Council has been made to the Province accordingly to permit more effective enforcement.

A new Railroad Order is under consideration by the Board of Transport Commissioners having stricter limits on locomotive emissions and having provision for enforcement and more severe fines. The desires of the Metropolitan Corporation are being placed before the Board on this matter.

Emission limits for steamships are being established by studies of the International Joint Commission on vessels plying the Detroit River. Steamships, locally, are being asked to meet these limits.

The Select Committee of the Legislative Assembly in its report stated that it considered the Province had legislative authority over railways but, as yet, no steps have been taken to test that authority. It is considered that electrification of the railroads in the Metropolitan Area is the best solution to the railway problem.

There are a number of items that should be added to the Ontario Municipal Act to permit more effective control of Air Pollution and requests are being prepared from time to time to have these enacted.

Municipal Activity

The Metropolitan Corporation employs a staff of 25, of whom several are professionals with an extensive background of experience on air pollution.

The budget is \$200,000 per year and the entire Metropolitan Area, of approximately 150,000 acres, is patrolled by Inspectors in radio equipped motor vehicles with the exception of the downtown district where it is more efficient to use a walking patrol.

Research work is now being undertaken on many of the innumerable problems associated with atmospheric pollution, and a laboratory has been fully equipped to carry on this work, being one of the few of this type in existence on the North American continent. In addition, a mobile laboratory is being prepared to study persistent unsatisfactory conditions in any locality.

There are approximately 20 sampling stations throughout the area with equipment for measuring dust fall in tons per square mile per month, filter paper samplers, to measure the soiling properties of the fine dust and fume, and other analyzers to ascertain the nature of the dust, gases and fumes.

Legal assistance is now being supplied for the more difficult borderline cases not formerly tested in the Courts.

The former City Advisory Board has been eliminated and a five-man Appeal Board has been established.

Although there has been an extensive industrial expansion over the past four years, the total volume of smoke emissions from industrial heating and power plants is somewhat less at the present time, due in part to Air Pollution Control work and in part to the increased usage of gas and oil which are less conducive to atmospheric pollution.

Automobile registration has increased materially in the past four years and exhaust emissions are approaching a volume where research study is indicated. A start will be made on this work in 1957.

It is becoming apparent that the destruction of refuse, either in municipal incinerators, apartment incinerators, or on open dumps by burning -

is one of the principal sources of air pollution in the Metropolitan Area. Some investigation has been carried out but resolution of this complex problem will not be made for some time.

Air pollution does not recognize municipal boundaries, and its control at the Metropolitan level permits the adoption of uniform standards for each of the Area Municipalities and provides skilled specialists to resolve specific problems which may arise within their boundaries. It has also made possible a common approach to the Provincial Government to have certain exemptions removed from the municipal legislation, which will have advantageous results over the entire area.

V. MISCELLANEOUS ENGINEERING PROBLEMS
APPLICABLE TO MORE THAN ONE AREA
MUNICIPALITY

Conditions existing on December 31, <u>1953</u>	Previous to the incorporation of The Municipality of Metropolitan Toronto, some difficulty was experienced in resolving engineering problems common to a number of Municipalities.
Conditions anticipated on December 31, <u>1957</u>	Frequent meetings have been held of the Area engineers and representatives of the Metropolitan Corporation, to discuss and resolve mutual problems. Through this medium, it has been possible to advance towards the adoption of standards in respect to the construction of water mains and sewers. Draft industrial waste by-laws to protect sewer systems are currently being prepared. By-laws governing the use of water for air conditioning purposes are under review.

Research on common problems is carried out, with the resulting data and recommendations being placed for evaluation before a single Council on which each of the Area Municipalities is represented.

Through the co-operation of all Engineering Departments, it was possible to expeditiously and effectively remove debris from the various river valleys throughout the Metropolitan Area immediately following "Hurricane Hazel."

REPORT OF THE COMMISSIONER OF ROADS

SUMMARY

ON JANUARY 1, 1954, THE MUNICIPALITY OF METROPOLITAN TORONTO ASSUMED A METROPOLITAN ROAD SYSTEM OF 276.50 MILES. AS AND WHEN THEIR IMPORTANCE JUSTIFIES, THOROUGHFARES VESTED WITH THE AREA MUNICIPALITIES ARE ASSUMED AS METROPOLITAN ROADS AND IMPROVED TO THE DEGREE THAT THEIR PLACE IN THE SYSTEM MERITS. AS OF APRIL 30, 1957, THE SYSTEM COMPRISED 284.82 MILES, INCLUDING 4.18 MILES CONSTRUCTED BY THE ROADS DEPARTMENT.

PRIOR TO THE ESTABLISHMENT OF METROPOLITAN TORONTO, PLANNING AND CONSTRUCTION OF MUNICIPAL HIGHWAYS WAS LIMITED BY THE POLITICAL BOUNDARIES AND FINANCIAL ABILITIES OF EACH AREA MUNICIPALITY. THE METROPOLITAN ROADS DEPARTMENT HAS INITIATED A PROGRAM OF CONSTRUCTION OF NEW ARTERIAL HIGHWAYS AND OF

IMPROVEMENT OF EXISTING HIGHWAYS AND STRUCTURES TO
BENEFIT THE METROPOLITAN AREA AS A WHOLE .

THE INITIAL CAPITAL ROADS PROGRAM DEVELOPED
IN 1954 AND EARLY 1955 EMBRACED 77 PROJECTS AT A TOTAL
ESTIMATED COST OF \$126,040,431. IN THE THREE YEARS 1954
TO 1956 CAPITAL WORKS AT A COST OF \$26,898,840 WERE
UNDERTAKEN BY THE ROADS DEPARTMENT. THE 10-YEAR
CAPITAL PROGRAM OF ROAD CONSTRUCTION, ADOPTED
EARLY IN 1957, PROVIDES FOR GROSS EXPENDITURES OF
\$149,914,000. PLANNING IS BEING UNDERTAKEN BY THE
METROPOLITAN PLANNING BOARD AND THE ROADS TECHNICAL
COMMITTEE FOR A SYSTEM OF NEW ARTERIAL HIGHWAYS AS
WELL AS FOR EXTENSIVE IMPROVEMENTS OF EXISTING
METROPOLITAN ROADS AT A COST OF APPROXIMATELY \$80,000,000
IN ADDITION TO THOSE INCLUDED IN THE 10-YEAR CAPITAL
PROGRAM .

MAJOR PROJECTS COMPLETED OR NEARING COM-
PLETION ARE THE EXTENSIONS OF QUEEN STREET WEST,
KEATING STREET EAST AND EGLINTON AVENUE EAST (IN-
CLUDING BRIDGES OVER BOTH BRANCHES OF THE DON
RIVER), BRIDGES ON LAWRENCE AVENUE EAST OVER THE
HIGHLAND CREEK, ON THE QUEENSWAY AND ON KIPLING
AVENUE OVER THE MIMICO CREEK, ON ROGERS ROAD OVER
THE C.N.R. AND C.P.R. ON YONGE STREET AND ON BATHURST
STREET OVER THE WEST DON RIVER, GRADE SEPARATIONS,
IMPROVEMENTS OF INTERSECTIONS, AND WIDENING AND
RESURFACING OF PAVEMENT ON MAJOR ARTERIES.

CONSTRUCTION OF THE LAKESHORE EXPRESSWAY IS
PROCEEDING, AND CONSTRUCTION OF THE BAYVIEW AVENUE
EXTENSION WILL START THIS YEAR. PLANNING OF THE DON
VALLEY PARKWAY HAS REACHED AN ADVANCED STAGE.

THE MAINTENANCE STAFF OF THE ROADS DEPARTMENT,
ORGANIZED IN APRIL 1954, IS NOW MAINTAINING ALL METRO-
POLITAN ROADS, EXCEPT THOSE IN THE CITY OF TORONTO
WHICH ARE BEING MAINTAINED BY CITY FORCES UNDER
AGREEMENT WITH THE METROPOLITAN CORPORATION. TWO
MAINTENANCE YARDS, ROAD MAINTENANCE AND SHOP
EQUIPMENT HAVE BEEN ACQUIRED AND A SHORT-WAVE RADIO
COMMUNICATION SYSTEM HAS BEEN INSTALLED. A METRO-
POLITAN PUBLIC UTILITIES CO-ORDINATING COMMITTEE HAS
BEEN FORMED, WITH THE ENGINEERING AND ADMINISTRATIVE
DETAIL CENTRED IN THE ROADS DEPARTMENT. DURING
HURRICANE HAZEL AN ORGANIZATION WAS SET UP WITHIN THE
METROPOLITAN ROADS DEPARTMENT WHICH, IN A MATTER
OF HOURS, CO-ORDINATED WORK OF REPAIR AND RESTORATION.

REPORT OF THE COMMISSIONER OF ROADS

Assumption - The Municipality of Metropolitan Toronto Act required
of Roads initially that a Metropolitan road system be established
by assuming roads in any area municipality or any bound-
ary line roads or portions thereof, and provided for
amending the By-law from time to time by adding or removing roads.

As of January 1, 1954, a mileage of 276.5 was assumed.

These had been formerly vested in -

King's Highways	28.95 miles
Toronto and York Roads Commission	116.00 "
City of Toronto	89.82 "
Suburban Area Municipalities	<u>41.73 "</u> 276.50 "

Between January 1, 1954 and April 30, 1957, 6.15 miles
were added to the system and 2.01 miles removed. New highways were con-
structed by the Roads Department in a total of 4.18 miles, causing a net
increase of 8.32 miles in the Metropolitan system.

As of April 30, 1957, the mileage of the Metropolitan
roads system was 284.82 miles.

Capital - The formation of the Metropolitan Roads Department
Program made possible the planning and construction of a
comprehensive roads program embracing the entire
Metropolitan area which had not been practicable
with area municipalities operating as separate entities.

Heretofore, highway construction by a municipality
was governed, in the first instance, by the availability of funds and, in
the second, by a municipality's territorial limits. Under the Metropolitan
concept, through-ways can be planned and constructed to benefit the

Metropolitan area as a whole on an equitable basis of taxation.

On January 1, 1954, the major problem facing the Metropolitan Roads Department was the initiation of a program which would include arterial highways and improve existing highways and structures.

Many of these improvements had been subjects of discussion and study by Planning Boards for a number of years, but, lacking any co-ordinating body and faced with the question of finances, were not implemented.

In the mid-thirties, roads development within the municipalities forming the Metropolitan area ceased to keep pace with the increasing demands of traffic, and, a back-log of twenty years of highway improvement faced the Metropolitan Corporation upon its inception.

In 1954, capital works which area municipalities had in progress on Metropolitan roads, were completed by them and accounts forwarded to the Metropolitan Treasurer for payment.

The initial program adopted by Metropolitan Council included the following major projects:-

Don Valley Parkway,
Dundas Street West, Royal York Road and C.P.R.- Grade Separation,
Eglinton Avenue East Extension,
Keating Street Extension,
Lakeshore Expressway,
Queen Street West Extension,
Rogers Road Bridge,
Spadina Road Extension,
Yonge Street - Widening from north City limit to Highway 401,
and replacement of Bridge at Hogg's Hollow.

Of these, planning only had been previously undertaken in respect to Eglinton Avenue East Extension, Keating Street Extension and Rogers Road

Bridge, by the Toronto and York Roads Commission, the City and the Township of York, respectively.

In its organizational year, an immediate start was made on the physical construction of Eglinton Avenue East Extension by the Roads Department. Certain other incidental capital works were undertaken.

There was concentration during 1954 in the preparation and implementation of a Capital Roads Program, and approval was given during the year to 29 items in a total of \$73,464,031. Early in 1955, 48 further items were approved in a total of \$52,576,400.

The initial Capital Roads Program, therefore, embraced 77 projects, in a total estimated cost of \$126,040,431.

Construction contracts forming part of the Program were awarded as follows:-

	<u>No.</u>	<u>Total Amount</u>	
1954 -	9	\$ 1,696,872	
1955 -	45	9,446,941	
1956 -	28	<u>10,912,014</u>	\$22,055,827

The gross costs of capital works undertaken entirely under the direction of the Roads Department were as follows:-

1954 -	\$ 1,553,990	
1955 -	10,690,163	
1956 -	<u>14,655,687</u>	\$26,899,840

The Capital Roads 10-Year Program, adopted early in 1957, provided for the following gross anticipated expenditures:-

1957 -	\$15,372,000	
1958 -	16,699,000	
1959 -	17,509,000	
1960 -	17,656,000	
1961 -	16,249,000	
1962 -	16,526,000	
1963 -	15,040,000	
1964 -	13,675,000	
1965 -	10,308,000	
1966 -	<u>10,880,000</u>	\$149,914,000

The foregoing table of anticipated expenditures has reference only to works included in the current Capital Roads Program.

Considerable planning is presently being undertaken by the Metropolitan Planning Board, and the Roads Technical Committee, in respect to the development of an arterial system of highways, which would be constructed at locations other than on Metropolitan roads.

Extensive improvements are also in the planning stage in respect to thoroughfares which have been assumed as Metropolitan roads.

For instance, Lawrence Avenue East, which is presently undeveloped between Bayview Avenue and Victoria Park Avenue, is to receive considerable treatment so as to fit it into a crosstown highway extending from the easterly to the westerly limit of the Metropolitan area, with an interchange with the Bayview Avenue Extension.

As their importance may justify, thoroughfares now vested with area municipalities will be assumed as Metropolitan roads and improved to the degree that their place in the system merits.

Work now in the planning stage, apart from any projects included in the current Capital Roads Program, could approximate \$80,000,000 in cost.

To date, the following major projects have been completed by the Metropolitan Roads Department:-

Dixon Road, Scarlett Road and

Lawrence Avenue West -

Pavement Widening.

Eglinton Avenue East -

Bessborough Drive to Laird Drive,

and

Victoria Park Avenue to Kingston Road -

Pavement Widenings.

Eglinton Square -

Improvement of Intersection.

Keating Street Extension.

Lawrence Avenue East -

Bridge at McCowan's Road.

Queen Street West Extension.

The Queensway -

Bridge over Mimico Creek and Pavement

Widening, from the Humber River to

Highway No. 27.

Rogers Road, at Weston Road -

Bridge over C.N.R and C.P.R.

Woodbine Avenue -

Strathmore Boulevard to O'Connor Drive,

and

Keating Street to Kingston Road -

Pavement Widenings.

Yonge Street -

Bridge over Hogg's Hollow, and

Pavement Widening, from north City

Limit to Highway No. 401.

Yonge Street -

Front Street to North City Limit -

Resurfacing.

Major projects nearing completion are -

Bathurst Street -

Briar Hill Avenue to Sheppard Avenue -

Pavement Widening; and

Bridge over Don River.

Dundas Street West -

C.P.R. and Royal York Road -

Grade Separation.

Eglinton Avenue East Extension -

Including two Bridges, and

Subway under C.P.R.

Kipling Avenue -

Bridge over Mimico Creek.

Construction of four structures, the road work, and of storm sewer outlets, is well under way on the Lakeshore Expressway, between the Humber River and Spencer Avenue, and six additional contracts to complete this section will be let this year. Preliminary plans are being prepared of the section between Spadina Avenue and Sherbourne Street.

Physical construction on the Bayview Avenue Extension will be commenced this year, and planning of the Don Valley Parkway has reached an advanced stage.

Properties which will be required in connection with the Spadina Road Extension are being acquired when they can be advantageously purchased, and a number of properties are being obtained this year which are on the line of works scheduled for commencement in the near future.

Maintenance - The maintenance staff of the Roads Department was not organized until April, 1954, when the staff of the Toronto and York Roads Commission was transferred to the Metropolitan Corporation. Previous to this, all area municipalities and the Department of Highways, Ontario, were requested to continue their maintenance of roads assumed as Metropolitan Roads, and to render accounts therefor to the Corporation.

Gradually, the maintenance of Metropolitan roads has, with the exception of the City of Toronto, been assumed by Departmental forces.

In the case of Metropolitan roads located in the City, all maintenance continues to be carried out by City forces under agreement with the Corporation.

In the cases of erection of signs, installation of utilities, encroachments, movement of heavy or large loads, location of new buildings, etc., on or contiguous to Metropolitan roads, applications are processed through the Roads Department after compliance with any applicable requirements of area municipalities concerned.

It is proposed that the City will continue to attend to maintenance of Metropolitan roads within its limits and that the Roads Department will give attention to the Metropolitan roads in suburban area municipalities to the extent its resources will permit.

In the case of the roads in the suburban area municipalities, it is proposed that where an area municipality can undertake any specialized item of maintenance more expeditiously than can the Roads Department, arrangements will be made with the area municipality to perform the function on a work order basis.

A permanent establishment of maintenance personnel was approved in 1957, and two maintenance yards have been acquired, one of which includes a completely-equipped garage and machine shop. Construction of adequate yard buildings has been authorized. Road maintenance and shop equipment to a value of \$312,000 has been acquired and a further \$75,000 has been approved for this purpose in 1957.

During 1956, by arrangement with the Department of Transport, Ottawa, a short-wave radio communications system, with 20 outlets on mobile units, was installed by the Roads Department. This system co-ordinates activities of the Department's maintenance branch, and greatly facilitates immediate attention to complaints or emergencies and routine work of the organization.

Maintenance will not be a static condition, and as new Metropolitan roads are constructed or opened up, and other thoroughfares assumed, a consequent increase in yard accommodation, personnel and equipment will be required to maintain pace with increased responsibilities.

Building - Section 92 of The Act provides that Metropolitan Council
Set-Backs shall have all powers conferred on the Council of a local
 municipality with respect to all land lying within a distance of 150 feet from any limit of a Metropolitan road.

The restriction imposed by this Section is exercised principally in connection with location of proposed buildings on Metropolitan roads. Area municipalities have been requested, when applications are presented for building permits for such structures, to refer a block plan to the Roads Department for approval as to location. Through this medium, the locations of buildings are correlated with proposed improvements, with a resultant ultimate saving in respect to property acquisitions.

Trees - Section 87 of The Act provides that Metropolitan Council may plant trees and the cost shall be deemed to be part of the road costs.

No program of tree planting has been instituted on Metropolitan roads in view of the fact that most of these roads outside the City are scheduled for widening or alteration in the next ten years. However, trees were planted along boulevards of Keating Street Extension upon completion of road construction in 1955.

Co-Ordination - The Metropolitan organization, generally, provides an agency whereby activities of all area municipalities may, as occasion requires, be co-ordinated.

An illustration of this is the Metropolitan Public Utilities Co-Ordinating Committee, which is composed of representatives of area municipalities and public utilities, and has as its purpose the locating of existing underground services throughout the entire Metropolitan area, the planning and budgeting of space for future services, and their plotting on plans. The engineering and administrative detail of the Committee is centred in the Roads Department.

A further illustration was "Hurricane Hazel." This emergency required the immediate integration of the services of area municipalities, public utilities, contractors and the militia, and, in a matter of hours, an organization was set up within the Metropolitan Roads Department which co-ordinated work of repair and restoration.

REPORT OF THE METROPOLITAN TRAFFIC ENGINEER

SUMMARY

PRIOR TO THE PROVISION OF TRAFFIC ENGINEERING SERVICES BY THE METROPOLITAN CORPORATION, ONLY THE CITY OF TORONTO PROVIDED REGULARLY ORGANIZED SERVICES. IN THE OTHER 12 AREA MUNICIPALITIES, BY AND LARGE, THE REQUIRED SERVICES WERE ACCOMPLISHED BY A DIVERSITY OF DEPARTMENTS, AGENCIES, AND PERSONNEL AND TRAFFIC BY-LAWS WERE ENACTED WITHOUT BENEFIT OF TECHNICAL ADVICE BASED ON ENGINEERING STUDIES. NO ATTEMPTS WERE MADE TO CO-ORDINATE TECHNIQUES OR DEVICES.

THE TRAFFIC ENGINEERING DEPARTMENT, ESTABLISHED ON DECEMBER 14, 1954, IS ENGAGED IN UNIFYING AND CO-ORDINATING THE VARIED SERVICES, BY-LAWS AND TECHNIQUES INHERITED BY THE METROPOLITAN CORPORATION AND IN ESTABLISHING AN ORDERLY DEVELOPMENT OF TRAFFIC CONTROL.

IN THE THREE YEARS 1955 TO 1957 ABOUT 70 NEW SIGNALS WILL HAVE BEEN INSTALLED, ABOUT 90 EXISTING SIGNALS WILL HAVE BEEN SUBSTANTIALLY MODIFIED, AND 17 NEW INTERCONNECTING SYSTEMS INVOLVING A TOTAL OF ABOUT 64 SIGNALS WILL HAVE BEEN INTRODUCED.

IN ORDER TO STANDARDIZE TRAFFIC SIGNS, OVER 2,000 STOP SIGNS AND ABOUT 30,000 OTHER SIGNS WILL HAVE BEEN ERECTED IN THESE THREE YEARS. OVER 3,000 MILES OF CENTRE AND LANE LINES WILL HAVE BEEN LAID, 21 LOADING PLATFORMS AND 6 REFUGE ISLANDS WILL HAVE BEEN CONSTRUCTED. OVER 500 CROSSWALKS ARE MARKED TWICE A YEAR.

A 24-HOUR EMERGENCY SERVICE OF TRAFFIC CONTROL SIGNALS, A PREVENTIVE MAINTENANCE PROGRAMME AND A GROUP LAMP REPLACEMENT PROGRAMME HAVE BEEN ESTABLISHED. SIGNAL TIMING AND ADJUSTMENTS ARE MADE ON

A SCIENTIFIC BASIS AND ARE REGULARLY REVIEWED.

A CONSOLIDATED METROPOLITAN TRAFFIC BY-LAW IS BEING PREPARED TO REPLACE THE UNRELATED GROUPS OF BY-LAWS INHERITED FROM THE 13 AREA MUNICIPALITIES. RECOMMENDATIONS OF THE TRAFFIC ENGINEERING DEPARTMENT HAVE BEEN APPROVED CONCERNING BY-LAWS ON RUSH-HOUR PARKING RESTRICTIONS, ON THROUGH HIGHWAYS AND STOP STREETS AND ON OTHER TRAFFIC REGULATIONS. THE METROPOLITAN CORPORATION HAS SUBMITTED A REQUEST TO THE PROVINCIAL GOVERNMENT TO ENACT LEGISLATION AUTHORIZING THE METROPOLITAN CORPORATION TO CONTROL LOCATION, NUMBER AND SIZE OF VEHICULAR ENTRANCES ON MAJOR ROADS. THIS LAW WOULD SUPPLEMENT AND STRENGTHEN THE RESULTS WHICH HAVE BEEN ACHIEVED BY VOLUNTARY CO-OPERATION BETWEEN THE DEPARTMENT AND MANY DEVELOPERS.

WHILE TRAFFIC STUDIES WITHIN THE CITY REMAIN THE

RESPONSIBILITY OF THE CITY TRAFFIC ENGINEERING DEPARTMENT, THE METROPOLITAN TRAFFIC ENGINEERING DEPARTMENT IS CONCENTRATING ITS STUDIES IN THE REMAINING AREA. OVER 350 SUCH STUDIES ARE UNDERTAKEN EACH YEAR.

CONTROL IS NOW BEING EXERCISED, WITH THE CO-OPERATION OF THE ROADS DEPARTMENT, TO MINIMIZE THE DISLOCATION, DELAY AND HAZARDS CAUSED BY CLOSURE OR OBSTRUCTION OF ROADS BY VARIOUS AGENCIES ENGAGED IN INSTALLING OR REPAIRING UTILITIES OR IN ROAD SURFACING.

DURING THE PAST TWO YEARS 20 INTERSECTIONS HAVE BEEN REDESIGNED ACCORDING TO PROPOSALS SUBMITTED BY THE TRAFFIC ENGINEERING DEPARTMENT AND 40 ADDITIONAL PROPOSALS HAVE BEEN SUBMITTED FOR COMPLETION IN THE CURRENT YEAR.

THE CONSULTATION SERVICE OF THE TRAFFIC
ENGINEERING DEPARTMENT IS WIDELY USED BY OTHER
METROPOLITAN DEPARTMENTS AS WELL AS BY THE
AREA MUNICIPALITIES.

REPORT OF THE METROPOLITAN TRAFFIC ENGINEER

BILL 80

Traffic Engineering services are not explicitly defined within Bill 80; however, they are implied in Section 86

which reads as follows:

"For the purposes of the metropolitan roads, the Metropolitan Corporation shall have all the powers conferred and be subject to all the liabilities imposed upon the Council or Corporation of a City under the Municipal Act, the Highway Traffic Act and any other act with respect to highways."

This section implies the provision of all the normal control functions usually associated with the operation of a municipal street or highway.

FUNCTIONS

The Traffic Engineering Department was not established until December 14th, 1954. Up to that time a token undertaking of traffic engineering services was provided by the Metropolitan Roads Department. The Traffic Engineering Department, when formed, assumed those functions connected with the following broad headings:

- Traffic signals,
- Traffic signs,
- Street name signs,
- Pavement markings,
- Traffic studies,
- Railroad level crossing protective devices,
- Entrance control,
- Road use control,
- Traffic by-laws,
- Parking meter studies,
- Pedestrian loading platforms,
- Pedestrian refuge islands,
- Channelization and intersection design,
- Traffic consultation,
- Advisory functions.

CONDITIONS OF

TRAFFIC ENGINEERING

SERVICES PRIOR TO

JANUARY 1, 1955

Prior to the provision of traffic engineering services by the Metropolitan Corporation, no organized service, other than within the City of Toronto, was regularly provided. Those services which were required of each of the municipalities

by virtue of the Municipal Act and the Highway Traffic Act were,

for the most part, accomplished in a random manner by a diversity of departments and personnel. Traffic by-laws were, for the most part, enacted without benefit of technical advice based on engineering studies. Other works such as, signal maintenance, installation, signal timing, pavement markings, sign manufacture and sign erection were accomplished by a great variety of agencies and private contractors. In all of these functions, no attempts were made to co-ordinate or unify techniques or devices between the various municipalities or for that matter within any one municipality.

AIMS

The Traffic Engineering Department, in the broadest sense,

is attempting to unify and co-ordinate the varied mass of services, by-laws and techniques inherited by the Metropolitan Corporation and to establish an orderly development of traffic control with a view to increasing the user efficiency of metropolitan roads, to simplify regulatory and directional instructions for the user, and to reduce the high accident rate.

ACCOMPLISHMENTS

Traffic Control Signals

1. Installations

The number of traffic signals on metropolitan roads as of December 31, 1954, were:

Within the City	197
Within other area municipalities	<u>132</u>
TOTAL	329
	===

New signals were installed in the following quantities:

	<u>1955</u>	<u>1956</u>	<u>1957 (estimated)</u>
Within the City	13	12	5
Within other area municipalities	<u>14</u>	<u>11</u>	<u>14</u>
TOTALS	<u>27</u>	<u>23</u>	<u>19</u>

2. Reconstruction and Modification

Many of the signals as of December 31, 1954 were in need of major repair. Others were of substandard design and contributed to inefficient operation of the streets as well as potentially contributing to traffic accidents.

Extensive modifications were required involving the renewal of obsolete and inefficient control equipment, the addition or relocation of signal indications and the introduction of the new type highway signal head with the oversized red lens.

The following major modifications were undertaken:

1955 - 9
1956 - 45
1957 - 36 (estimated)

3. Interconnection

The interconnection of signals along through routes had been undertaken on many metropolitan roads within the City. However, these systems terminated at the City boundary and no similar systems were in operation in any of the remaining area municipalities.

As of December 31, 1954, there were 22 interconnected systems involving 116 signalized intersections on metropolitan roads. Subsequently, this department initiated the following number of systems:

1955 - 3 systems involving 5 signals
1956 - 6 systems involving 23 signals
1957 (estimated) - 8 systems involving 36 signals

The effect of such interconnection has been to increase road use efficiency during peak usage periods, thus permitting more vehicles per unit time the use of the street, and to reduce the average trip time over the interconnected routes during off-peak periods.

4. Maintenance, Timing and Adjustment

With the formation of the Metropolitan Traffic Engineering Department, provision was made for 24-hour emergency service of traffic control signals, for a preventive maintenance programme and for a group lamp replacement programme,

Similarly, signal timing and adjustments are made on a scientific basis and are regularly reviewed.

Traffic Signs

On December 31st, 1954, the traffic signs on metropolitan roads were of a great variety of sizes, shapes and colours. This department undertook to unify the traffic signs in accordance with standards endorsed by the Institute of Traffic Engineers and the Department of Highways of Ontario.

Accordingly, the following numbers of signs were erected:

	<u>1955</u>	<u>1956</u>	<u>1957 (estimated)</u>
(a) Stop signs	40	370	1,702
(b) Other traffic signs	6,434	11,435	12,056

Street Name Signs

Street name signs are comparable to route direction signs on rural highways. As such, they form a necessary part of the traffic signing system. To date, many of the metropolitan roads and their intersecting streets are not signed, and others are signed inadequately.

The Traffic Engineering Department has commenced a survey, to be completed in the fall of 1957, to determine the detailed requirements for street signing and the estimated cost thereof. Simultaneously, investigations are being conducted

into the comparative merits of various types of street name signs. A report and recommendation will be submitted to the Metropolitan Roads and Traffic Committee in the fall of 1957 to permit an early start of street sign installation in 1958, should this recommendation be approved.

Pavement Markings

1. Centre and Lane Lines

Centre and lane line markings guide the driver into their proper channel, thus making the most efficient use of the available street width and minimizing conflict between elements in the vehicular stream, and reducing the accident potential.

In 1954, the year prior to the inception of the Metropolitan Traffic Engineering Department, two applications of centre and lane lines were laid on metropolitan roads, within the City of Toronto proper, totalling 550 miles; outside the City of Toronto proper, only one application, covering some 150 miles of markings, was laid on metropolitan roads.

After January 31st, 1954, the Traffic Engineering Department laid two applications of centre and lane lines annually, totalling the following number of miles:

1955 - 988 miles

1956 - 1,037 miles

1957 - 1,090 miles (anticipated)

2. Crosswalks

No funds were authorized by the Metropolitan Council for the purpose of marking crosswalks on metropolitan roads in 1955. Arrangements were made whereby each area municipality was permitted to mark crosswalks on metropolitan roads at their own expense. In 1955, 403 crosswalks were marked under this arrangement. In 1956 and 1957, funds were authorized by the

Metropolitan Council for the purpose of painting crosswalks on metropolitan roads. The Traffic Department in 1956 marked 546 crosswalks with two applications of paint, once in the spring and once in the fall.

In 1957, the number of crosswalks to be marked will be 579.

Passenger Loading Platforms and Pedestrian Refuge Islands

Passenger loading platforms, constructed at street car stops, have materially assisted the free flow of vehicular traffic by eliminating the need for vehicles to stop at all street car stops, whenever a street car may be loading passengers.

Similarly, the construction of pedestrian refuge islands in the centre of wide metropolitan roads has eliminated the need for pedestrian traffic signals at these locations with their inherent delay to vehicular traffic.

The following numbers of platforms and islands were constructed by the Traffic Engineering Department:

	<u>Loading Platforms</u>	<u>Refuge Islands</u>
1955	3	Nil
1956	16	5
1957	2 (plus one relocation)	1

Traffic By-Laws

On January 1, 1954, the Metropolitan Corporation enacted By-Law 57 which resulted in the adoption of all local municipal traffic by-laws, affecting metropolitan roads, enacted prior to that date. This resulted in a confusion of 13 sets of traffic regulations applicable on metropolitan roads, some of these regulations requiring properly worded signs to be erected and others requiring compliance without the use of signs or other information.

No single agency was custodian of the 13 groups of traffic by-laws and no means of determining the degree of conflict or agreement between the terms of these by-laws was available.

The Traffic Department, with the co-operation of the Metropolitan Legal Department, proceeded to collect the existing by-laws and to propose amendments in order that some semblance of uniformity be reached.

To date, the majority of regulations have been re-written. At the present time, a consolidated Metropolitan Traffic By-Law is being prepared which will completely replace By-Law 57 and its 13 unrelated groups of traffic by-laws.

In addition to the by-law consolidation, recommendations of the Traffic Department have been approved with respect to:

- (1) a by-law of rush hour route parking restrictions;
- (2) a through-highway and stop street by-law;
- (3) several by-laws regulating turns, parking and other traffic regulations.

Traffic Studies

Traffic studies are an invaluable asset to a municipality in providing the administration with rational and realistic evidence to guide policy decisions and traffic by-laws. For the traffic officials, these studies assist in predicting trends, thus permitting long-range planning. For the planning officials and Roads Department officials, these studies provide the only realistic approach to the determination of highway, structure, and interchange design.

On January 1, 1955, the newly formed Traffic Engineering Department inherited a considerable number of traffic counts and other data on its roads within the City. However, only a very few unrelated counts were available with respect to metropolitan roads external of the City.

Subsequent to January 1st, 1955, traffic studies within the City were continued by the City Traffic Engineering Department while the Metropolitan Traffic Engineering Department concentrated its efforts in accumulating data with respect to its roads external of the City. The following numbers of studies were undertaken by this department:

1955 - 356
1956 - 354
1957 (estimated) - 400

OTHER ACTIVITIES

1. Entrance Control

The location, size and number of vehicular entrances on major roads and highways has been a subject to which a limited degree of control has been effected. Much of the progress in this connection has been due to the voluntary submission of plans and acceptance of suggestions by most major oil companies, marketing organizations, sub-dividers, etc.

The Metropolitan Corporation has submitted a request to the Provincial Government to enact any necessary legislation which would authorize the Corporation to exercise discretionary control over such matters.

2. Road Use Control

The random closure or obstruction of roads by various agencies to effect repairs and installations involving utilities and road surface without providing reasonable alternate provisions for maintaining traffic movement, has been a constant source of concern to traffic and policing agencies. The Metropolitan Organization provided the means whereby, with the co-operation of the Roads Department, control is now being exercised to minimize the dislocation, delay and accident hazards caused by such works.

3. Channelization and Intersection Design

The traffic carrying capacity of most urban streets is limited to the capacity of

the major intersections. It is frequently feasible to increase such capacity considerably by means of relatively economic design modifications and considerable attention is now being given to this function.

The Traffic Engineering Department had submitted proposals for the redesign of 20 intersections prior to 1957 all of which have now been completed. Approximately 40 have been proposed for 1957 and many of these have been approved by Metropolitan Council and are included in the 1957 construction programme of the Roads Department.

4. Traffic Consultation

The provision of a Metropolitan Traffic Engineering Department has made available a consultation service by trained traffic engineers with respect to all matters pertaining to traffic control and movement. This service is utilized to the fullest extent by other departments of the Metropolitan Corporation, and by officials and committees of the area municipalities, in connection with matters pertaining to both the metropolitan road system and the local road system.

REPORT OF THE COMMISSIONER OF WELFARE
AND HOUSING

SUMMARY

BY THE END OF 1957 THE WELFARE AND HOUSING SERVICES WHICH ARE UNDER THE JURISDICTION OF THE METROPOLITAN CORPORATION WILL HAVE UNDERGONE THE FOLLOWING CHANGES FROM THEIR STATUS AT THE END OF 1953:

- (1) THE HOSPITALIZATION OF INDIGENTS, FORMERLY THE RESPONSIBILITY OF THE AREA MUNICIPALITIES WITH YORK COUNTY BEARING HALF THE COST IN THE SUBURBS, IS NOW A METROPOLITAN RESPONSIBILITY. PAYMENTS TO THE HOSPITALS FOR THIS SERVICE, LONG A MATTER OF DISPUTE, ARE NOW SATISFACTORILY DETERMINED BY AN AVERAGE COST FORMULA WORKED OUT BY THE WELFARE AND HOUSING DEPARTMENT.
- (2) THE COST OF POST SANATORIA CARE, AUTHORIZED

BY THE MEDICAL HEALTH OFFICER OF EACH
MUNICIPALITY AND FORMERLY BORNE BY EACH
MUNICIPALITY, IS NOW PASSED ON TO THE METRO-
POLITAN CORPORATION.

- (3) ACCOMMODATION IN HOMES FOR THE AGED,
FORMERLY LIMITED TO LAMBERT LODGE FOR CITY
RESIDENTS AND THE YORK COUNTY HOME FOR THE
AGED FOR SUBURBAN RESIDENTS, HAS BEEN CON-
SIDERABLY INCREASED SINCE BECOMING A METRO-
POLITAN RESPONSIBILITY. THE FOLLOWING IM-
PORTANT CHANGES HAVE BEEN MADE:

- (a) LAMBERT LODGE HAS BEEN EXTENSIVELY
RENOVATED;
- (b) GREENACRES HOME, ACCOMMODATING 525
ELDERLY CITIZENS REQUIRING SPECIAL CARE
HAS BEEN BUILT IN NEWMARKET;

(c) SURBURBAN RESIDENTS OF THE YORK COUNTY

HOME HAVE BEEN TRANSFERRED TO LAMBERT

LODGE OR GREENACRES;

(d) A SECOND CITY HOME FOR THE AGED, HILLTOP

ACRES, ACCOMMODATING 200, HAS BEEN ACQUIRED;

(e) SPECIAL HOME CARE IN BOARDING HOMES IN THE

COMMUNITY IS NOW PROVIDED FOR SOME 50 CITIZENS;

(f) PLANS ARE PROGRESSING FOR THREE NEW 250 BED

HOMES FOR THE AGED, ONE EACH IN ETOBICOKE,

NORTH YORK AND SCARBOROUGH;

(4) AT THE END OF 1953, RESPONSIBILITY FOR NEGLECTED

CHILDREN WAS BORNE BY THE AREA MUNICIPALITIES .

TWO CHILDREN'S AID SOCIETIES OPERATED IN THE

CITY OF TORONTO. (a) THE CHILDREN'S AID AND

INFANTS' HOMES OF TORONTO AND (b) THE CATHOLIC

CHILDREN'S AID SOCIETY OF TORONTO AND A THIRD,

THE YORK COUNTY CHILDREN'S AID SOCIETY, OPERATED

IN THE TWELVE SUBURBS.

SINCE LIABILITY FOR NEGLECTED CHILDREN BECAME
A METROPOLITAN RESPONSIBILITY, A COMPLETE AND
MORE EFFICIENT REALIGNMENT OF THE ABOVE THREE
CHILDREN'S AID SOCIETIES HAS BEEN BROUGHT ABOUT
SO THAT THE METROPOLITAN TORONTO CHILDREN'S
AID SOCIETY AND THE METROPOLITAN TORONTO
CATHOLIC CHILDREN'S AID SOCIETY NOW LOOK AFTER
ALL CHILDREN IN METROPOLITAN TORONTO WHILE THE
YORK COUNTY CHILDREN'S AID SOCIETY IS RESPONSIBLE
ONLY FOR CHILDREN RESIDING IN YORK COUNTY OUT-
SIDE THE METROPOLITAN AREA. IT IS EXPECTED THE
TRANSFER OF WARDS AMONG THE THREE SOCIETIES
WILL BE COMPLETED BY THE END OF 1957.

- (5) LIABILITY FOR FEMALE REFUGEES AND FOR THE
MAINTENANCE AND EDUCATION OF CHILDREN IN

TRAINING SCHOOLS, FORMERLY CHARGED TO EACH AREA MUNICIPALITY, IS NOW A METROPOLITAN RESPONSIBILITY.

- (6) IN HOUSING AND REDEVELOPMENT, YORK TOWNSHIP HAD BUILT THE BEECH HALL APARTMENTS FOR ELDERLY PEOPLE AND THE CITY WAS CONSTRUCTING REGENT PARK NORTH, AT THE END OF 1953. SINCE THE METROPOLITAN CORPORATION WAS GIVEN THE POWERS OF A MUNICIPALITY IN THESE FIELDS, ONE LOW COST HOUSING PROJECT OF 128 SUITES HAS BEEN COMPLETED IN ETOBICOKE; THE CONTRACT HAS BEEN AWARDED FOR ANOTHER IN NORTH YORK AND A THIRD IN THE CITY OF TORONTO IS IN AN ADVANCED STAGE OF PLANNING.

- (7) RIVERDALE ISOLATION HOSPITAL HAS BEEN TAKEN OVER BY THE METROPOLITAN CORPORATION FROM THE CITY, AND WILL BE REMODELED INTO A

COMBINED CHRONICALLY ILL HOSPITAL AND
ISOLATION HOSPITAL.

- (8) A NEW COMBINED JUVENILE AND FAMILY COURT
AND CHILDREN'S OBSERVATION HOME HAS BEEN
ERECTED BY THE METROPOLITAN CORPORATION.
THIS BUILDING REPLACES THE LIMITED ACCOM-
MODATION FORMERLY PROVIDED BY THE CITY AND
COUNTY JUVENILE AND FAMILY COURTS, AND BY
THE CITY'S CHILDREN'S OBSERVATION HOME.

REPORT OF THE COMMISSIONER OF WELFARE AND HOUSING

The welfare and housing services which have come under the jurisdiction of the Metropolitan Corporation, and the status of these services as of the end of 1953 and the end of 1957, are:

1. Hospitalization of Indigents

(Public Hospitals Act)

(a) December 31, 1953.

Liability for the hospitalization of indigents rested with each of the thirteen area Municipalities now making up Metropolitan Toronto.

The City of Toronto, Welfare Department, had a division of Hospitalization in charge of this work.

Liability for the Hospitalization of Indigents in the other twelve Municipalities was the responsibility of the County of York. The County charged 50% of the hospital costs to the area Municipality where the patient had residence.

(b) December 31, 1957.

Liability for the hospitalization of indigents for all the purposes of the provision of the Public Hospitals Act respecting hospitalization and burial of indigent persons and their dependents for the thirteen municipalities making up Metropolitan Toronto assumed as of January 1, 1954.

Special Grants to General Hospitals

The cost of maintaining an indigent patient in hospital had been a controversial subject for years between the hospitals and

municipalities. Early in 1955 an extensive survey was made by the Welfare and Housing Department to establish the actual average cost of maintaining an indigent person in a public ward. This average cost formula was accepted by the hospitals, and Metropolitan Toronto has made grants yearly to all hospitals on this basis.

2. Post Sanatoria Care

(The Sanatoria for Consumptives Act)

(a) December 31, 1953.

It was the responsibility of the Medical Officer of Health of each municipality to authorize post sanatorium care for those discharged from sanatoria for consumptives, if required, and the municipality concerned paid the cost.

(b) December 31, 1957.

The Medical Officer of Health of each municipality is still responsible for authorizing post sanatorium care for the residents of his particular municipality. The thirteen municipalities now submit accounts quarterly for expenditures in this regard to the Welfare and Housing Department which reimburses the municipalities for the amounts expended.

3. Homes for the Aged

(The Homes for the Aged Act)

(a) December 31, 1953.

The City of Toronto operated one home for the aged named Lambert Lodge for bona fide citizens of Toronto.

The residents of the twelve municipalities now making up Metropolitan Toronto area were eligible for admission to York Manor, the York County Home for the Aged.

(b) December 31, 1957.

Lambert Lodge, the Home operated by the City of Toronto was transferred to the jurisdiction of the Department of Welfare and Housing as of January 1, 1954. The building has been extensively renovated including an extension to the sprinkler system, which completes the sprinkler service to the entire building. The system of serving meals has been changed by the abolition of serving pantries throughout the building and the introduction of the "Dri-Heat" hot plate system with a conveyor belt for the making up of the plates. This has resulted in a saving of food and a reduction in staff. By this system all food control is in one place, namely, the kitchen. Too, the food is kept hot and in better condition when it reaches the residents.

Transfers from County Home

Residents of the York County Home for the Aged admitted from area municipalities other than the City of Toronto were transferred either to Lambert Lodge or the Greenacres Home for the Aged on Eagle Street, Newmarket, following completion of the construction of the Greenacres Home.

Greenacres - A new Home for the Aged for the care of elderly citizens requiring special care (senile) was erected on a site covering 22 acres on Eagle Street, Newmarket. This home has accommodation for 525 residents and was opened officially on June 14, 1956. The first residents were admitted on February 11, 1956. It is now giving care to over 400 patients and is filling a long felt want in the services for elderly people inasmuch as it gives care to the poor unfortunates who owing to age have become senile. Insofar as is known this is the only home in North America giving this special type of care to people suffering from this condition.

Hilltop Acres - A most opportune acquisition was the purchase from the Crown Assets Corporation of the Old Red Chevron Lodge operated by the Department of Veterans Affairs, located at 1098 Davenport Road, at the corner of Davenport Road and Winona Drive. This Home has been re-named Hilltop Acres. It is very beautifully located on a hill overlooking the City. The grounds are well treed and it has accommodation for 200 persons. It was opened on July 26, 1956. Prior to the admission of the residents the building was completely renovated from basement to roof and is the equal of any Home for the Aged in the Province.

Special Home Care

Under an Amendment to the Homes for the Aged Act during 1955, this boarding home care or special home care as it has been officially named provides for care for approximately 50 persons in the community who had applied for care in a home for aged but who are capable of and anxious to remain in the community. This programme is under the jurisdiction of the Lambert Lodge Home for the Aged Division.

KIPLING AVENUE SITE (Not officially named)

Work is progressing on working plans for a new home for the aged of 250 beds for the site on Kipling Avenue, between Genthorn Avenue and Hinton Road in the Township of Etobicoke. The site has an area of approximately 13 acres and adjoins the Westacres Elderly Persons Housing Project. The Home will provide for 250 bed-ridden or partially bed-ridden elderly persons. Plans for this Home will probably be approved and ready for calling of tenders in the fall of 1957.

North York Site - A site of 7 acres on Cummer Avenue in the Township of North York. It is proposed to build a 250 bed home for the aged on this site.

Scarborough Site - A site of 9 acres on Brimley Road and Lawrence Avenue, in the Township of Scarborough. It is proposed to erect a 250 bed home on this site.

4. Liability for Neglected Children

(Children's Protection Act)

(a) December 31, 1953.

Responsibility for neglected children through the respective three Children's Aid Societies rested with each municipality now making up Metropolitan Toronto. The Children's Aid and Infant's Homes of Toronto and the Catholic Children's Aid Society of Toronto handled the work in connection with the children residing within the City of Toronto, and the York County Children's Aid Society was responsible for the children residing in the other twelve municipalities making up Metropolitan Toronto.

(b) December 31, 1957.

The Department of Welfare and Housing is now responsible for investigation of cases with respect to residence and reasons for neglect and attendance in courts throughout the Province for all children who have residence within the thirteen municipalities making up Metropolitan Toronto. Collection of maintenance costs in full or in part from persons responsible has been made where possible. A complete realignment of the three Children's Aid Societies was brought about. Consultants were engaged to report on the realignment of the jurisdiction of the three Children's Aid Societies operating within the Metropolitan Toronto Area, so that the Metropolitan Toronto Children's Aid Society and the Metropolitan Toronto

Catholic Children's Aid Society assumed responsibility for all children in the Metropolitan Toronto area. The York County Children's Aid Society is now responsible only for the children residing in York County outside the Metropolitan Toronto area. As the transfer of wards between the three Societies is a task of considerable magnitude it is being implemented in stages. The target date for completion is December 31, 1957.

5. Liability for Female Refugees

(Female Refugees Act)

(a) December 31, 1953.

Each area municipality was responsible.

(b) December 31, 1957.

The Welfare and Housing Department is now responsible for the entire thirteen municipalities.

6. Liability for the Maintenance and Education of Children in Training Schools

(Training Schools Act)

(a) December 31, 1953.

Each area municipality was responsible.

(b) December 31, 1957.

The work has been centralized and the Welfare and Housing Department is responsible for the entire area comprising the Metropolitan Corporation. Collection of maintenance from persons responsible for the children has been made where possible.

7. Housing and Redevelopment

(National Housing Act, etc.)

(a) December 31, 1953.

Each area municipality was responsible for any action taken in this connection. Individual

area action can still be taken if so desired.

York Township had constructed Beech Hall Apartments,
of 128 suites for elderly people.

City of Toronto had under construction Regent
Park North.

(b) December 31, 1957.

The Metropolitan Corporation was given the powers of a Municipality in connection with the Housing Development Act, the Planning Act or any other act with respect to housing or building development, housing projects, temporary housing accommodation and redevelopment areas and any other matter concerned with the provisions or improvement of housing accommodation.

Westacres - In the field of elderly persons low cost housing the Metropolitan Toronto Housing Company Limited was formed in order to take advantage of the Federal Government's financing plan under the National Housing Act. 3-1/3 acres of a 16.94 acre site obtained on Kipling Avenue between Genthorn Avenue and Hinton Road in the Township of Etobicoke was sold to the Metropolitan Toronto Housing Company for this project. There are 128 suites, one-half bachelor suites and one-half one bedroom suites. The project has been completed and all the suites have been rented and are occupied. The first residents were admitted on February 1, 1957 and since that time as each sixteen suite building has been finished the residents have been admitted. The total cost is approximately \$770,000.

North York Site - Architects have also been commissioned to design a similar project for a site obtained in the vicinity of Lawrence Avenue and Bathurst Street. Tenders for construction have been called and the contract for construction has been awarded. This project will probably be partly built and partly occupied by December 31, 1957

Good Shepherd Site - An elderly persons low cost housing development is planned for the Old Home of the Good Shepherd property on O'Hara Avenue. Tentative sketch plans have already been made in this connection and negotiation is now going on with the Federal Authorities in Ottawa regarding the number of units which may be erected on the land available for building purposes. Plans will probably be well advanced, depending on how quickly Ottawa approves the site in relation to the number of units to be constructed, by the end of this year.

8. Liability for Burials

(The Anatomy Act)

(a) December 31, 1953

Each area municipality was responsible.

(b) December 31, 1957.

An amendment to the Metropolitan Toronto Act in 1956 made the Metropolitan Corporation responsible for repayment to each area municipality any expenses incurred after the 31st day of December 1955 by the area municipality for the interment of dead bodies required to be interred by a municipality under the Anatomy Act.

9. Liability for Expenses in Conveying
Persons to and from Mental Hospitals

(Mental Hospitals Act)

(a) December 31, 1953

Each area Municipality was responsible.

(b) December 31, 1957.

The financial responsibility was centralized in the Metropolitan Welfare and Housing Department for all citizens of the thirteen municipalities making up Metropolitan Toronto.

10. Public and Isolation Hospitals

(Public Hospitals Act)

(a) December 31, 1953.

Each area municipality was responsible.

One isolation hospital was operated by the City of Toronto. This hospital served the other twelve municipalities on a per diem cost basis.

(b) December 31, 1957.

An amendment to the Metropolitan Toronto Act in 1956 which became effective January 1, 1957 gave legislation as follows:

"Subject to the Public Hospitals Act the Corporation may establish, erect, equip, maintain and operate a Public Hospital and shall be deemed a City for the purposes of establishing, erecting and maintaining an Isolation Hospital under the Public Health Act."

Under this amendment the Riverdale Isolation Hospital formerly operated by the City of Toronto was taken over on the first of January 1957.

The Riverdale Isolation Hospital was re-named Riverdale Hospital. It is the intention to remodel and renovate this property so that it will be a combined chronically ill hospital and isolation hospital. There will be an isolation ward for the segregation of cases requiring isolation. The chronically ill hospital will probably provide accommodation for approximately 250 beds and will help reduce the overload on the general hospitals in the Metropolitan area. It is anticipated this work will be well advanced by the end of December 1957.

11. Children's Observation Home

(a) December 31, 1953.

Each area municipality was responsible.

Prior to the Metropolitan Corporation, the City of Toronto operated a Children's Observation Home (juvenile detention home) which was a very old three story house on Jarvis Street. There was no other detention home operated by the other area municipalities. Juveniles from the twelve municipalities adjoining Toronto were cared for in the Toronto Detention Home if necessary and charged for the service given by the City of Toronto.

(b) December 31, 1957.

An Order-In-Council approved by His Honour, The Lieutenant Governor in January 1954 made the Municipality of Metropolitan Toronto responsible for the operation of the Children's Observation Home.

On January 1, 1955 the Department assumed responsibility for the management and operation of the Children's Observation home which is a holding unit for juvenile delinquents pending appearance in Juvenile Court. (See reference to Juvenile and Family Court.)

12. Juvenile and Family Court

(a) December 31, 1953

Each area Municipality was responsible.

City of Toronto Court had limited accommodation in the basement of the Old Registry Building at 90 Albert Street. York County cases were handled by the York County Court at 57 Adelaide Street East.

(b) December 31, 1957.

A new combined Juvenile and Family Court and Children's Observation Home (Detention Home for Juvenile Delinquents pending appearance in court) has been erected. This building located on Jarvis Street, officially opened on June 21, 1957, partly on the site of the old City of Toronto Children's Observation Home and additional land to the north and south, is completed.

REPORT OF THE COMMISSIONER OF PARKS

SUMMARY

THE METROPOLITAN PARKS DEPARTMENT WAS ESTABLISHED IN JULY, 1955.

THE METROPOLITAN PARKS SYSTEM NOW CONTAINS ABOUT 875 ACRES OF PARKLAND WHICH ARE OF REGIONAL IMPORTANCE. INCLUDED ARE TORONTO ISLAND, THE METROPOLITAN TORONTO DON VALLEY GOLF COURSE, MARIE CURTIS PARK, RIVERDALE ZOO, EDWARDS AND JAMES GARDENS, AS WELL AS NUMEROUS SMALL PARCELS OF VALLEY LAND.

EXTENSIVE IMPROVEMENTS ARE CURRENTLY UNDER WAY AT TORONTO ISLAND, RIVERDALE ZOO, AND MARIE CURTIS PARK.

PLANS HAVE BEEN APPROVED FOR THE ACQUISITION OF A TOTAL OF 1,700 ACRES IN THE VALLEYS OF THE DON AND HUMBER RIVERS AND THE HIGHLAND CREEK. DISCUSSIONS ARE BEING HELD WITH THE METROPOLITAN TORONTO AND REGION CONSERVATION AUTHORITY CONCERNING THE DEVELOPMENT OF ALL VALLEY LANDS

IN THE METROPOLITAN AREA WHICH HAVE A PARK POTENTIAL.

A TOTAL OF \$4,450,000 HAS BEEN EXPENDED TO DATE
ON THE ACQUISITION AND DEVELOPMENT OF METROPOLITAN
PARKS.

REPORT OF THE COMMISSIONER OF PARKS

The Position With Respect To Metropolitan Services
Under The Jurisdiction Of The Metropolitan Parks
Department on January 1st, 1954.

The Metropolitan Corporation had not acquired any park lands as of January 1st, 1954 and the Metropolitan Parks Department did not come into existence until July, 1955.

The Position Which Will Exist With Respect To
Metropolitan Services Under The Jurisdiction
Of The Parks Department On January 1st, 1958

The Metropolitan Parks system now consists of about 875 acres of park land which include Toronto Island, Metropolitan Toronto Don Valley Golf Course, Marie Curtis Park, Riverdale Zoo, James Gardens, Edwards Gardens, as well as numerous small parcels of land in the valleys of the Humber and Don Rivers and the Etobicoke and Highland Creeks. Development is proceeding on these properties and by January 1, 1958, the following will be our position:

1. Toronto Island

Extensive renovation of the existing park areas completed and 55 acres raised in elevation by about three feet, as the first phase in a programme to raise the level of all the islands. There were 653 leasehold properties forming a residential area, of which 200 have now been acquired. The remainder will be acquired as the land is needed for redevelopment. Extensive beaches and picnic areas with full facilities available.

2. Riverdale Zoo

Complete renovation of all parts of the zoo completed and a number

of new specimens added.

3. Marie Curtis Park (Etobicoke Creek at Lake Ontario)

The site of a large industrial waste fill programme now completed.

A portion of the area is now in use as a park.

4. Don Valley Golf Course

A fully developed, 18 hole, championship golf course offering complete facilities for golf on a public basis.

5. James Gardens and Edwards Gardens

Outstanding horticultural public gardens attracting 150,000 visitors annually.

In addition, the Metropolitan Parks Department administers as park about 200 acres of land owned by the Metropolitan Works Department which have a park appearance, e.g., reservoirs and sewage plant installations.

The minimum park requirement for Metropolitan Toronto is said to be 7,280 acres. The existing park acreage, combining Metropolitan parks and area municipality parks, is about 3,800 acres.

The policy of Metropolitan park development is to acquire large regional parks in the several valleys which pass through the Metropolitan area. In addition to those lands already acquired, plans are under way to obtain 1,700 acres in the valleys of the Don and Humber Rivers and the Highland Creek. The Metropolitan Toronto and Region Conservation Authority has interests in all the watersheds of the Metropolitan area and conversations are now leading to an agreement by which valley lands having a park potential will be developed and maintained by the Metropolitan Corporation. The future of the Metropolitan Parks System will depend to a large extent upon a satisfactory arrangement with this authority and may result in the provision of extensive parks well in excess of the minimum park requirements.

These extensive regional parks, located in the beautiful valleys of the Metropolitan area, will unquestionably produce one of the finest park

systems in North America.

* * * * *

Capital funds in the amount of \$4,450,000.00 have been expended on the acquisition and development of Metropolitan parks.

VIII.

REPORT OF THE METROPOLITAN SOLICITOR

SUMMARY

AT THE END OF 1953, A TOTAL OF 59 BY-LAWS HAD BEEN PREPARED FOR THE ESTABLISHMENT OF THE VARIOUS DEPARTMENTS AND COMMITTEES OF THE METROPOLITAN CORPORATION, AND FOR THE ASSUMPTION OF METROPOLITAN WATERWORKS, SEWERS AND ROADS.

SINCE THE FORMAL ASSUMPTION OF AUTHORITY BY THE METROPOLITAN CORPORATION ON JANUARY 1, 1954, THE LEGAL DEPARTMENT HAS EFFECTED THE LEGAL WORK REQUIRED FOR THE PERFORMANCE OF THE ORIGINAL FUNCTIONS OF THE METROPOLITAN CORPORATION (WITH THE EXCEPTION OF THE TORONTO TRANSIT COMMISSION), AND WITH THE LEGAL GROUNDWORK REQUIRED FOR THE ADDITIONAL RESPONSIBILITIES ASSUMED SINCE THAT DATE. AT THE PRESENT TIME, BOTH THE ORIGINAL AND NEW FUNCTIONS WHICH ARE UNDER THE JURISDICTION

OF THE METROPOLITAN CORPORATION APPEAR TO BE PROCEEDING SMOOTHLY FROM A LEGAL POINT OF VIEW.

FROM 1954 TO 1956, THE LEGAL DEPARTMENT COMPLETED A TOTAL OF 377 PROPERTY SETTLEMENTS (EXCLUSIVE OF FLOODED PROPERTIES) TOTALLING NEARLY \$7 MILLION.

FROM 1954 TO THE PRESENT DATE, THE LEGAL DEPARTMENT PREPARED A TOTAL OF 340 APPLICATIONS TO THE ONTARIO MUNICIPAL BOARD FOR APPROVAL OF METROPOLITAN CAPITAL WORKS, OF WHICH 225 WERE FOR SCHOOL PURPOSES.

FROM 1954 TO 1956, A TOTAL OF 214 CONTRACTS WERE PREPARED.

IN 1955 AND 1956, A TOTAL OF 260 AGREEMENTS WERE PREPARED.

FROM JANUARY, 1954 TO MAY, 1957, A TOTAL OF 553 BY-LAWS WERE PREPARED, IN ADDITION TO THE 49 INITIAL

BY-LAWS PREPARED DURING 1953.

IN ADDITION TO THESE NORMAL ACTIVITIES, THE
LEGAL DEPARTMENT HAS UNDERTAKEN THE RESPONSIBILITY
OF PREPARING VARIOUS AMENDMENTS TO THE MUNICIPALITY
OF METROPOLITAN TORONTO ACT AND OTHER PUBLIC STATUTES
WHICH WERE FOUND TO BE DESIRABLE AS A RESULT OF THE
OPERATIONS OF THE METROPOLITAN CORPORATION. AS A
RESULT OF THESE AMENDMENTS, THE FUNCTIONS OF THE
METROPOLITAN CORPORATION HAVE BEEN CLARIFIED AND
THE PROCEDURES SIMPLIFIED.

REPORT OF THE METROPOLITAN SOLICITOR

On January 1, 1954, the preliminary work for the establishment of the various Metropolitan Committees and Departments had been completed and the necessary by-laws passed. By-laws had also been passed for the assumption of Metropolitan waterworks, sewers and roads. Generally speaking, however, the active functioning of the Metropolitan Corporation as such and the expansion of the works and roads assumed was still a matter for the future.

At the present time the various original functions of the Metropolitan Corporation such as assessment, welfare and housing, financing and debenturing of debt and administration of justice would appear from a legal point of view to be proceeding smoothly. In addition, many new undertakings have been completed or are well on the way to completion. As all the legal work involved, with the exception of work done for the Toronto Transit Commission and the acquisition of certain properties damaged in Hurricane Hazel, has been carried out by this Department the following facts and figures may be useful in giving some idea of the extent of works completed or now under way:

(a) Property Settlements (exclusive of flooded properties)

In 1954 the property settlements totalled 13,

In 1955 the property settlements totalled 115

with approximately \$1,873,877.00 involved,

In 1956 the property settlements totalled 249 with

approximately \$4,283,810.00 involved.

(b) Applications to the Ontario Municipal Board (for which Orders
have been issued)

	Capital works exclusive		
<u>Year</u>	<u>of Schools</u>	<u>Schools</u>	<u>Total</u>
1954	31	71	102
1955	31	74	105
1956	43	56	99
1957 to date	10	24	34

The Municipal Board hearings for the Metropolitan School Board are included in the above as in 1955 this Department was appointed as its legal representative for the purpose of advising the Board and its Committees and in carrying out its legal work.

(c) Contracts have been prepared as follows:

25 prepared in 1954

76 prepared in 1955 and

113 prepared in 1956.

(d) Agreements

120 prepared in 1955

140 prepared in 1956

(e) By-laws

49 prepared in 1953

148 prepared in 1954

154 prepared in 1955

189 prepared in 1956

62 prepared to May 7, 1957.

In addition to its original functions the Metropolitan Corporation has since the beginning of 1954 taken over or been given further responsibility involving licensing, metropolitan police, magistrates courts, Toronto Island, smoke control, civil defence, Riverdale Isolation Hospital, hospital grants, special grants, Metropolitan Pension Plan, Metropolitan Toronto Police Benefit Fund, Metropolitan Toronto Housing Company, acquisition of lands in Etobicoke, North York, Toronto and Scarborough for health and welfare services, the City Registry Office, the Land Titles Office, the Registry Office for the Registry Division of the East and West Riding of the County of York, Riverdale Zoo, labour relations for the Metropolitan Corporation and the Metropolitan Police Force.

In addition to the foregoing, it should be mentioned that early in

1954 it was found as a result of study of the Metropolitan Act and as a result of experience under its provisions that various amendments were desirable. These amendments have been prepared by this Department and processed through to the various Departments of Government for incorporation in the Metropolitan Act and where required in certain other public statutes. With few exceptions the amendments proposed by the Metropolitan Corporation have been accepted by the Legislature and brought into force and as a result the functions of the Metropolitan Corporation have been clarified and the procedures simplified.

REPORT OF THE COMMISSIONER OF PLANNING

SUMMARY

PRIOR TO THE ESTABLISHMENT OF THE MUNICIPALITY OF METROPOLITAN TORONTO, THE TORONTO AND YORK PLANNING BOARD HAD PLANNING JURISDICTION OVER ALL OF YORK COUNTY. ON AUGUST 24, 1953, THE MINISTER OF PLANNING AND DEVELOPMENT DESIGNATED THE AREA OF THE METROPOLITAN CORPORATION AND OF 13 SURROUNDING MUNICIPALITIES AS THE METROPOLITAN TORONTO PLANNING AREA UNDER THE JURISDICTION OF THE METROPOLITAN TORONTO PLANNING BOARD.

AT THE TIME OF THE ESTABLISHMENT OF THE PLANNING BOARD NO PROPOSALS FOR A METROPOLITAN LAND USE PLAN HAS BEEN PREPARED. SINCE THAT TIME, WORK ON THE PREPARATION OF AN OFFICIAL PLAN, COVERING LAND USES, WAYS OF COMMUNICATION, SANITATION, GREENBELTS AND PARK AREAS AND PUBLIC TRANSPORTATION HAS BEEN PROCEEDING AND WILL

BE SUBSTANTIALLY COMPLETED AT THE END OF 1957. THE PLAN WILL ALSO DEAL WITH THE FINANCIAL IMPLICATIONS OF THE PROPOSED CHANGES.

WHILE IN 1953 ONLY 8 OF THE 26 AREA MUNICIPALITIES HAD OFFICIAL PLANS, BY THE END OF 1957 THERE WILL BE IN FORCE, OR SUBMITTED TO THE MINISTER FOR APPROVAL, 10 MORE OFFICIAL PLANS. THESE PLANS, AS WELL AS THOSE FOR 4 SMALL MUNICIPALITIES NOT AUTHORIZED TO HAVE "OFFICIAL PLANS" WERE DEVELOPED WITH THE ASSISTANCE OF THE METROPOLITAN PLANNING BOARD.

A RIGHT-OF-WAY PLAN FOR ALL MAJOR ROADS AND AN OVERALL ROAD PLAN FOR THE METROPOLITAN AREA, AS WELL AS FUNCTIONAL PLANS FOR EIGHT EXPRESSWAYS, WILL BE COMPLETED BY THE END OF 1957.

A PLAN FOR METROPOLITAN PARKS AND GREENBELTS HAS BEEN PREPARED AS PART OF THE OFFICIAL PLAN WHICH

WILL ALSO DETERMINE POLICIES FOR THE PROTECTION OF VALLEY LANDS AND STANDARDS FOR LOCAL OPEN SPACES AND RECREATION.

EXTENSIVE STUDIES FOR AN OVERALL TRANSPORTATION PLAN FOR THE METROPOLITAN AREA HAVE BEEN UNDERTAKEN AND THEIR RESULTS WILL BE INCLUDED IN THE OFFICIAL PLAN.

THE PLANNING BOARD ALSO ACTS AS A STAFF AGENCY FOR THE METROPOLITAN CORPORATION BY MAKING STUDIES OF NUMEROUS SPECIFIC PROBLEMS AND PROJECTS, BY PREPARATION OF BY-LAWS, DESIGN OF ROAD INTERSECTIONS ETC.

THE BOARD ASSISTS THE AREA MUNICIPALITIES IN PREPARING OFFICIAL PLANS AND AMENDMENTS THERETO, DRAFTING ZONING BY-LAWS AND ADVISING ON NUMEROUS OTHER PLANNING PROBLEMS.

ALL SUBDIVISION APPLICATIONS IN THE METROPOLITAN PLANNING AREA ARE REFERRED BY THE MINISTER TO THE

PLANNING BOARD FOR COMMENT. FROM SEPTEMBER 1953

THROUGH MARCH 1957, 1, 114 SUBDIVISION APPLICATIONS WERE RECEIVED, CONTAINING A TOTAL OF 116, 245 RESIDENTIAL LOTS, OF WHICH 50, 243 OR 42% WERE RECOMMENDED FOR APPROVAL.

DURING THE PERIOD OF ACTIVITY OF THE METROPOLITAN PLANNING BOARD THE NUMBER OF LOCAL PLANNING BOARDS IN THE PLANNING AREA HAS INCREASED FROM 14 TO 20 AND THE TOTAL STAFFS HAVE INCREASED FROM 32 TO 122.

REPORT OF THE COMMISSIONER OF PLANNING

The Metropolitan Toronto Planning Area was designated by the Minister of Planning and Development, under the terms of the Municipality of Metropolitan Toronto Act, on August 24, 1953, and the first meeting of the Metropolitan Toronto Planning Board took place on September 1, 1953. At the same time, under the terms of the Act, the Toronto and York Planning Area was dissolved, and the staff of the Toronto and York Planning Board was taken over by the Metropolitan Toronto Planning Board.

The Metropolitan Toronto Planning Area was defined by the Minister to include both the thirteen municipalities comprising the Municipality of Metropolitan Toronto and an additional thirteen municipalities which surround the Metropolitan Area. This was in accordance with the recommendation of the Ontario Municipal Board that the area over which the Metropolitan Council should exercise planning jurisdiction should include not only the Metropolitan Area but also "a surrounding fringe area where further urban development can be expected and an outer fringe area where future land uses should be predominantly agricultural."

While the planning powers vested in the Metropolitan Corporation are basically similar to those granted to the local municipalities under the Planning Act, the Municipal Board in its recommendations emphasized the distinction between the Metropolitan Planning Boards's responsibility to prepare a plan of metropolitan development and to exercise control of "major" land uses, and the local municipalities' responsibility to provide detailed plans for the orderly development of the local communities. In practice, however, the work of the Metropolitan Planning Board has been very closely related to the planning activities of the local municipal planning boards and councils, and in reviewing the status of planning activity in the area over the past four years, the situation in the local municipalities must be taken into account.

This report is presented in two parts. The first is a review of the Planning Board's activities over the past four years. The second part summarizes the status of planning activity in the Planning Area as of the end of 1953 and the end of 1957.

I. REVIEW OF METROPOLITAN PLANNING BOARD'S ACTIVITIES

The principal functions of the Metropolitan Toronto Planning Board may be summarized as follows:

- 1) Preparing the Official Plan of the Metropolitan Toronto Planning Area; this is defined, under the Act, to include:
 - a) land uses
 - b) ways of communication
 - c) sanitation
 - d) green belts and park areas
 - e) public transportation
- 2) Advising the Metropolitan Council and Metropolitan Departments on matters relating to the development of the Metropolitan Area
- 3) Advising the local municipalities in the Planning Area on the preparation and amendment of their local Official Plans and on zoning and other matters relating to the development of their municipalities
- 4) Making recommendations to the Minister of Planning and Development on subdivision proposals and local Official Plans and amendments within the Planning Area, and to the Ontario Municipal Board on zoning and annexation applications
- 5) Providing information to the public and to other governmental bodies or special groups on matters relating to the development of the Metropolitan Area.

With reference to the Metropolitan Official Plan, the status as of the end of 1953 and the end of 1957 is described below. As far as the other functions are concerned, the Planning Board's activities over the past four years are summarized briefly.

1) METROPOLITAN OFFICIAL PLAN

Prior to the formation of the Metropolitan Toronto Planning Board, area-wide planning activities were conducted by: a) The Toronto and Suburban Planning Board, which was established in 1946, with planning jurisdiction over the thirteen municipalities which now comprise the Metropolitan Area; b) The Toronto and York Planning Board, which was appointed as successor to the Toronto and Suburban Board in 1947, with planning jurisdiction over all of York County. While the Toronto and York Board had planning jurisdiction over the fringe areas north of Steele's which now fall within the Metropolitan Planning Area, neither of the Metropolitan Planning Board's predecessors possessed jurisdiction over the fringe areas in Peel and Ontario Counties which are now part of the Metropolitan Toronto Planning Area, and none of the studies which were undertaken by the earlier Boards were concerned with the development in Toronto, Toronto Gore, and Pickering Townships.

Both of the earlier Boards had conducted studies exploring the basic premises for a metropolitan official plan. These studies included, among others, a general survey of existing conditions, estimates of future population growth and of future suburban industrial land requirements, and preliminary studies of an arterial highway and rapid transit system and of a basic greenbelt system. The Toronto and York Board had also concerned itself with the question of the unification of the municipalities in the Metropolitan Area and had recommended amalgamation.

As far as the principal elements of the Official Plan are concerned, the comparative status as of 1953 and the end of 1957 may be summarized as follows:

a) Land Use Plan

1953: No proposals for a metropolitan land use plan had been prepared.

Local Official Plans in force at the end of 1953 covered Toronto, North York, Etobicoke, and a small section of East York, in the Metropolitan Area, and Richmond Hill, Vaughan Township, Toronto Gore Township, and Toronto Township in what is now the Metropolitan Planning Area. The total area covered by local Official Plans in 1953 was 400 square miles, constituting 55% of the total Planning Area of 720 square miles. To a considerable extent these Official Plans were "stop-gap" measures, requiring substantial revisions on the basis of more thorough studies.

1957: Since the formation of the Metropolitan Toronto Planning Board extensive and detailed studies for the preparation of an overall Land Use Plan of the Planning Area have been undertaken, and will be substantially complete by the end of 1957. These include the following:

- a) Survey and tabulation of existing land uses and building characteristics in the Planning Area
- b) Population distribution and density
- c) Employment distribution
- d) Industrial land use
- e) Commercial land use and shopping centres
- f) Open spaces
- g) Agricultural land use
- h) Community facilities

It is expected that by the end of 1957 the general land use plan of the Metropolitan Planning Area will have been completed in preliminary form for submission to the local municipalities for comment. It will deal with the general distribution of major land uses and population densities, and will be supplemented by detailed local Official Plans.

Local Official Plans will be in force (or will have been submitted to the Minister for approval) in the following municipalities by the end of 1957:

<u>Metropolitan Area</u>	<u>Fringe Area</u>
*East York (part)	Ajax
*Etobicoke	Markham Twp.
Long Branch	Markham Village
*North York	Pickering Twp.
Scarborough	Pickering Village
*Toronto	*Richmond Hill
	Stouffville
	Streetsville
	*Toronto Twp.
	*Toronto Gore
	*Vaughan Twp.
	Woodbridge

(* In effect at December, 1953)

In addition to the above, Official Plan studies will have been completed for Mimico, New Toronto, Swansea and Weston, which are not designated as Planning Areas and cannot, therefore, have Official Plans. Official Plan studies for East York and York Townships are being undertaken, and may be substantially complete by the end of 1957.

By the end of 1957, therefore, the only municipalities in the Planning Area which will not have Official Plans, or for which Official Plan studies will not have been undertaken or substantially completed, will be Forest Hill and Leaside, in the Metropolitan Area, and Port Credit, in the fringe area. These municipalities are almost completely developed (with the exception of the Thorncliffe Park area) and are effectively controlled by zoning by-laws.

Of the local Official Plans now in effect, that of the City of Toronto is at present being revised, and further studies are under way for the northern part of Etobicoke and North York, and for the northern and western parts of Toronto Township.

b) Communication Plan

- 1953: At the end of 1953 the general alignment of the Lakeshore and Spadina Road Expressways had been determined, and proposals had been made for the general location of the Don Valley Parkway, the Highway 400 Extension and a Crosstown Expressway. No overall road plan had been studied.
- 1957: By the end of 1957, an overall road plan for the Metropolitan Area will have been completed. It will be based on traffic and land use studies which have been conducted over the past four years and will have as its principal elements a functional classification of all roads in the Metropolitan Area, a right-of-way plan for all Metropolitan and other major roads, and a basic system of Expressways. The right-of-way plan for Metropolitan and other major roads has already been completed and functional plans have been completed for the following Expressways:

Lakeshore Expressway
Don Valley Parkway
Lakeshore Extension
Don Valley Extension
Spadina Road Extension
Toronto-Hamilton Highway.
(Metro limits)

Functional plans for the following Expressways will be completed by the end of 1957:

Highway 400 Extension

East-West Expressway .

A right-of-way plan for all concession roads in the fringe areas will be completed by the end of 1957.

c) Sanitation Plan

1953: A basic plan for the development of a metropolitan system of water and sewerage had been prepared for the Metropolitan Corporation in January, 1954, by the consultant firm of Gore and Storrie. This plan was designed to provide services within the Metropolitan Area. No overall plans for the provision of water and sewerage services outside the Metropolitan Area had been prepared at that time.

1957. The basic plan prepared by Gore and Storrie for the Metropolitan Area has been related to the progressive staging of development in the suburban areas as part of the Official Plan. Plans for the establishment of sewerage services in the lower portion of the Etobicoke Creek, in the Rouge River at Markham Village and in Duffin Creek at Stouffville have been prepared. A general services plan for the Credit River drainage area and for the lower portion of the Petticoat Creek-Duffin Creek drainage area will be under study by the end of 1957, as well as plans for the potential extension of services on the Etobicoke Creek and the East Branch of the Don River.

While no comprehensive sanitation plan for the overall Metropolitan Planning Area will have been established by the end of 1957, many of the basic elements of such a plan will be either complete or under study at that time.

d) Green belts and park areas

1953: At the end of 1953, the Metropolitan Planning Board had prepared a plan for the designation as greenbelt of a total of 6,700 acres in the valleys of the Humber, the Black Creek, the east and west branches of the Don and the Massey Creek. Of this total area, 2,000 acres were already in municipal ownership and 950 acres were used as golf courses or cemeteries. The Planning Board proposed, at that time, that the Metropolitan Corporation take steps to acquire substantial portions of the balance, with particular attention being paid to the 2,900 acres which were either vacant or occupied as farm lands.

Outside the Metropolitan Area, the Official Plan of Toronto Township designated the lands in the Etobicoke Creek and Credit River valleys as greenbelt lands, though no specific plan for the public acquisition of these lands was proposed. In the Etobicoke Official Plan, lands in the Etobicoke Creek and Mimico Creek valleys were designated for greenbelt purposes, but were not proposed for acquisition in the Metropolitan Planning Board's proposals.

1957: A two-part plan of Open Spaces and Recreation has been prepared for submission as part of the Metropolitan Official Plan. This plan includes:

a) Metropolitan Parks:

Lands held by the Metropolitan Corporation for park purposes or scheduled for acquisition for such purposes. The total program as presently approved by the Metropolitan Council totals 2,400 acres and includes Toronto Islands, the Metropolitan Don Valley Golf Course, Marie Curtis Park, Riverdale Zoo and large parks to be established in the Highland Creek, West Don-Wilket Creek and Humber valleys.

Future additions to be studied will include beach areas and forest preserves in the fringe areas.

b) Valley Parklands:

The greenbelt proposals established in 1953 have been expanded to take in the Etobicoke, Mimico and Highland Creeks and the Rouge River. These proposals have been submitted to all of the local municipalities affected, and comments received from them.

Substantial portions of the valley parklands are proposed for acquisition as Metropolitan Parks, or may be designated in the future for parkways or other Metropolitan purposes. The balance of the valley parklands are not proposed for acquisition, unless arrangements can be made to acquire them as part of an overall program under the Conservation Authorities Act.

For those portions of the valley parklands which will not be acquired, the Official Plan will propose the adoption of policies and legislation to secure the conservation of the lands which lie between the top and the bottom of the valleys.

In addition to the above program, which will be incorporated in the Official Plan, all of the local parks and recreation facilities in the Metropolitan Area have been surveyed by the Toronto Welfare Council. Based on this survey and further Planning Board studies, local open space and recreation standards will be included in the Official Plan as of the end of 1957; such standards are already included in the Official Plan of Scarborough which is now before the Minister for approval.

Studies are also under way, and will be completed by the end of 1957, for the selection of a new site for a Metropolitan Zoo,

which will be incorporated in the Official Plan.

Outside the Metropolitan Area, the Official Plan will propose the same policy on valley parklands as described above. Exact delineation of the areas to be designated for such purposes is now under way, and may be completed for Toronto Township, by the Township Planning Board, by the end of 1957. For the remaining fringe areas, the limits of the valley parklands will be designated in a general way until more detailed studies are completed.

e) Public Transportation

1953: In 1948 a report on a metropolitan transportation plan was prepared for the Toronto and York Planning Board by a consultant, Mr. Norman D. Wilson. Included in this report was a recommendation for the construction of a 35-mile rapid transit system, of which the initial stages proposed were:

1) Yonge Street, from Union Station to Eglinton; 2) Queen Street, from Trinity Park to the Don River; 3) University Avenue, from Union Station to Bloor, and Bloor Street, from Dundas to Coxwell.

The proposals presented by the consultant were not adopted as an Official Plan by the Planning Board, though the Yonge Street subway was undertaken by the T.T.C., and was nearly complete at the end of 1953. The Planning Board's principal recommendation in the field of transportation, that a Metropolitan Transit Authority be formed, was in effect ratified in the Municipality of Metropolitan Toronto Act.

1957: Extensive studies have been undertaken by the Metropolitan Toronto Planning Board and the Toronto Transit Commission for an overall transportation plan for the Metropolitan Area. The basic elements

of such a plan will be incorporated in the proposed Official Plan by the end of 1957. The principal feature of this plan will be a basic rapid transit system designed in conjunction with the road system and with commuter parking facilities, taking into consideration the trends in the use of transit and road facilities and the extent to which a public transit system can be developed.

Functional plans for an east-west subway along Bloor Street have been completed by the T.T.C. and are now under review by the Metropolitan Toronto Planning Board and the Metropolitan Traffic Commissioner, in conjunction with the Toronto City Planning Board. Detailed proposals for an east-west rapid transit facility, possibly in conjunction with an east-west expressway, will be presented to the Metropolitan Council shortly.

Preliminary discussions have been held with the railroads concerning their role in a metropolitan transportation system. It is not expected that anything conclusive will arise from these discussions by the end of 1957.

f) Financial Implications of the Official Plan

Though not specifically delineated in the Municipality of Metropolitan Act as one of the elements of the Metropolitan Official Plan, the Planning Board has undertaken detailed studies on the financial implications of the proposed Official Plan, in the light of the anticipated financial resources of the Metropolitan Area and the fringe municipalities. This study will be completed by the end of 1957 and will be included in the proposed Official Plan.

2) ASSISTANCE TO METROPOLITAN COUNCIL AND METROPOLITAN DEPARTMENTS

In the four years since its inception, the Metropolitan Planning Board has come increasingly to act as a staff agency for the Metropolitan Corporation in matters concerning the development of the Metropolitan Area and its relations with the surrounding municipalities. Most of this activity has taken place in the course of the day-to-day operations of the office of the Metropolitan Chairman, the committees of the Metropolitan Council and the other departments of the Metropolitan Corporation. Some of the principal activities of this nature in which the Planning Board has engaged are listed below. (Many of these were undertaken in conjunction with other departments.)

Transportation and roads

- *Preparation and administration of By-law 267 and 464 (Building lines on Metropolitan Roads)

- Preparation of all functional intersection designs for Metropolitan Roads

- Site plan approval of service stations, shopping centres and other major uses on Metropolitan Roads

- Priorities for construction of Metropolitan Roads

- Designation of Metropolitan truck routes

- * By-laws presently cover 150 miles of Metropolitan Roads or 52% of total Metropolitan Road system

Parks and recreation

- Report on Island development

- Report on Island access and preparation of brief to Federal government

- Report on new zoo site

- Report on stadium sites

- Negotiations on acquisition of greenbelt sites

Metropolitan works

Report on waste disposal sites

Negotiations on extension of metropolitan trunk sewers to serve
fringe municipalities

Negotiations with area municipalities on sewer charges

Negotiations concerning extension of Metro services to develop
industrial lands in North York and Scarborough

Population and land use studies for design of sewerage system

General

Metropolitan Brief to Gordon Commission

Report on financial resources and requirements

Assist on 10-year capital program

Selection of armoury sites

Civic Square design (Metro representative)

Participation on Planning Committee for Malvern Housing Project

Produce Metro publications and Metro exhibits

Maintain base maps of the Planning Area.

3) ASSISTANCE TO LOCAL AREA MUNICIPALITIES

While the Planning Board was established primarily to deal with problems of metropolitan development, it has of necessity concerned itself to a very large extent with problems which are specifically local in application and with the preparation of local plans. Certain staff members have been assigned to the specific duty of maintaining liaison with the area municipalities, both in the Metropolitan Area and in the fringe. In those municipalities which have planning staffs or employ consultants on a regular basis (Toronto, Etobicoke, North York, Scarborough, York Township, Toronto Township and Markham Township), the Metropolitan Planning Board has served primarily in an advisory role; in the other municipalities, however, the

Metropolitan Planning Board has undertaken most of the detailed local planning work which has been required. This assistance may be summarized as follows:

Preparation of Official Plans (in conjunction with local Planning Boards and Councils)

Ajax	Pickering Village
Long Branch	Scarborough
Markham Twp.	Stouffville
Markham Village	*Toronto Gore Twp.
Pickering Twp.	*Vaughan Twp.

* Official Plan amendments (complete revisions of existing Official Plans)

Assistance in preparation of zoning by-laws

Ajax	Stouffville
East York	Swansea
Leaside	Weston
Long Branch	York Township
Pickering Village	

Community studies and assistance in subdivision design

Leaside	Richmond Hill
North York	Woodbridge
Scarborough	Pickering Twp.
Toronto Twp.	Pickering Village
	Markham Twp.

Financial and school studies

Woodbridge
Vaughan Township
Markham Township

Traffic and transportation services

Review of road design for all subdivisions
Shopping centre access design

Site plan approval for service stations

Standards for roadway design at intersections and functional
design of intersections on request

Traffic generation studies

Leaside (Thorncliffe Park)

Scarborough (Golden Mile)

North York (Downsview)

(Lawrence Heights)

Toronto Township (Malton).

4) RECOMMENDATIONS TO DEPARTMENT OF PLANNING AND DEVELOPMENT AND
ONTARIO MUNICIPAL BOARD

a) Subdivisions

All subdivision applications in the Metropolitan Planning Area are referred by the Minister of Planning and Development to the Metropolitan Toronto Planning Board for comment. The Planning Board co-ordinates the views of the various Metropolitan agencies concerned (School Board, Roads, Works), negotiates with the applicants and with the local Planning Boards or Councils concerning the conditions required for approval, prepares the necessary community studies (or assists local planning staffs in their preparation), and secures whatever changes in design may be desirable to produce the most satisfactory development.

From September, 1953, when the Metropolitan Planning Board was formed, to the end of March, 1957, a total of 1,114 subdivision applications were received, for an average of 26 applications per month. Three/fourths of the applications were for subdivision in the Metropolitan Area. With the balance in the fringe areas. These applications included a total of 116,245 residential lots, of which 50,243 or 42% were recommended for approval.

b) Official Plans and Amendments

Proposals for Official Plans and applications for amendment of

Official Plans in the Metropolitan Planning Area are referred by the Minister of Planning and Development to the Metropolitan Toronto Planning Board for comment. Also referred to the Planning Board are requests for the Minister to submit applications for amendment to the Ontario Municipal Board.

Applications for amendment of Official Plans vary greatly in character. They may incorporate significant changes in land use designation for large tracts of land or may apply only to single parcels. In processing these applications, the Board has occasionally negotiated with the local Planning Board involved to modify the proposed change, and in its recommendations to the Minister the Board has frequently suggested restrictions or modifications which it felt should be imposed. As is the case with subdivision applications, almost all of the Planning Board's recommendations on Official Plan amendments have been accepted by the Minister.

From the formation of the Planning Board, in September, 1953, to May, 1957, a total of 194 amendment applications were processed. During 1955 and 1956 (the only years for which comparable figures are available), the 121 amendments processed by the Metropolitan Planning Board constituted 40% of the total number of applications received by the Department of Planning and Development throughout the Province.

c) Zoning and annexation applications

The Metropolitan Corporation has no direct zoning powers (other than the usual municipal powers as related to Metropolitan Roads) and does not, therefore, take a direct interest in most applications for approval of zoning by-laws, beyond the assistance which it provides to the individual municipalities in the preparation of their by-laws, when requested. However, all notices of Municipal Board hearings are received by the Planning Board; where proposed by-laws involve significant changes in permissible land use, or density, or standards which vary significantly from the general standards

which the Board has been proposing on an area-wide basis, the Planning Board may, on occasion, make direct representations to the Municipal Board concerning the applications in question.

Municipal applications for annexation are also brought to the Planning Board's attention. These applications are investigated with reference to the planning aspects, with particular attention being paid to the question of the provision of municipal services. The Board has, in the past, given consideration to the annexation application of Markham Village, and is currently involved in pending applications between Ajax and Pickering Village and between Streetsville and Toronto Township.

5) INFORMATION SERVICES

The Metropolitan Planning Board has become increasingly important as a source of information on the development of the Metropolitan Area and as a clearing house for Metropolitan Area statistics. Many requests are received, from both local and out-of-town sources, for information on population and housing trends, industrial development and other matters, and particularly for information on the formation and progress of the Metropolitan Corporation itself. The Planning Board has prepared, and distributes on request, various tables and maps dealing with population trends, land use statistics, shopping centres, etc.

The Planning Board also prepares publicity material, publications and exhibits for the Metropolitan Corporation. It produces the Corporation's annual brochure and is responsible for designing the Corporation's advertisements and its exhibits for the Canadian National Exhibition.

Nearly all tours of the Metropolitan Area, whether arranged for through official sources or through such bodies as the Board of Trade, are now handled by the Planning Board, which supplies maps, route descriptions, etc.

II. STATUS OF PLANNING ACTIVITIES IN THE METROPOLITAN PLANNING AREA

a) Planning Organization

	<u>1953</u>		<u>1957</u>	
	<u>Metropolitan Area</u>	<u>Fringe Area</u>	<u>Metropolitan Area</u>	<u>Fringe Area</u>
Number of local Official Plans (at end of year)	(a) 3	4	(a) 5	12
Number of local Planning Boards	(b) 6	(b) 8	8	12
Number of local Boards with permanent staffs	4	(b) 1	4	2
Total Planning Board budgets (c)	(d) \$116,400	\$30,800	(d) \$745,700	\$80,300
Total Planning Board staff	29	3	111	11
Total Population	1,173,000	91,000	1,390,000 (est)	130,000 (est)
Per capita Planning Board expenditure	10¢	34¢	54¢	62¢

(a) Plus partial Official Plan in East York (240 acres)

(b) Plus Malton Planning Board (merged with Toronto Township Planning Board in 1957)

(c) Does not include expenditure on zoning administration in Toronto and Toronto Township

(d) Including Metropolitan Toronto Planning Board

b) Status of planning activity in local municipalities

Metropolitan Area

East York - Has partial Official Plan covering industrial area (240 acres) and number of restricted area by-laws. Comprehensive zoning by-law in preparation. Official Plan studies to be undertaken. No planning budget.

Etobicoke - Official Plan requires revision in northern section of Township. Has comprehensive zoning by-law. Planning budget \$95,700.

Forest Hill - No Planning Board or Official Plan. Has number of restricted area by-laws. No planning budget.

Leaside - No Official Plan. Has begun consolidation of zoning by-laws. Preparing zoning by-law for Thorncliffe Park area. Planning budget \$2,500.

Long Branch - Official Plan before Minister. Zoning by-law requires revision to conform to Official Plan. Planning budget \$200.

Mimico - No Planning Board or Official Plan. Requires Official Plan studies. Requires comprehensive zoning by-law. No planning budget.

New Toronto - No Planning Board. Official Plan studies under way. Requires comprehensive zoning by-law.

North York - Official Plan requires extensive revision for northern sections of Township. Zoning by-law requires extensive revision. Planning budget \$130,100.

Scarborough - Official Plan before Minister. Zoning by-laws being consolidated. Planning budget \$65,000.

Swansea - No Planning Board. Official Plan studies under way. Requires consolidation and revision of zoning by-laws. No planning budget.

Toronto - Zoning by-law being revised. Redevelopment studies under way. Official Plan to be revised, in the form of development plans for individual areas. Planning budget \$192,400.

York Township - No Official Plan. Comprehensive zoning by-law in preparation, to be followed by preparation of Official Plan. Planning budget \$20,300.

Weston - No Planning Board or Official Plan. Comprehensive zoning by-law in preparation. Requires Official Plan studies. No planning budget.

Fringe Municipalities

Ajax - Official Plan before Minister. Revision of zoning by-law in preparation. Discussions with Pickering Village on annexation or amalgamation. Planning budget \$2,000.

Markham Township - Official Plan requires revision (in southwestern corner of Township) if Metropolitan sewerage services are to be extended; comprehensive zoning by-law in preparation. Planning budget \$11,000.

Markham Village - Official Plan being completed. Will require comprehensive zoning by-law after approval of Official Plan. Planning budget \$200.

Pickering Township - Official Plan in preparation. Will require revision of zoning by-law after approval of Official Plan. Planning budget \$600.

Pickering Village - Comprehensive zoning by-law to implement Official Plan in preparation. Discussions with Ajax on annexation or amalgamation. Planning budget \$700.

Port Credit - No Planning Board or Official Plan. Has comprehensive zoning by-law. No planning budget.

Richmond Hill - Comprehensive zoning by-law to implement Official Plan is before Municipal Board. Planning budget \$1,600.

Stouffville - Comprehensive zoning by-law to implement Official Plan in preparation. Planning budget \$500.

Streetsville - Has Official Plan and comprehensive zoning by-law. Application to annex portion of Toronto Township is before Municipal Board. Planning budget \$700.

Toronto Township - Official Plan requires revision in northern and western portions of Township. Is conducting planning studies of Cooksville and Clarkson areas. Has comprehensive

zoning by-law. Planning budget \$58,600.

Toronto Gore Township - Amendment No. 1 of Official Plan (revised Official Plan) in preparation. Will require new zoning by-law after approval of amendment. Planning budget \$100.

Vaughan Township - Amendment No. 3 of Official Plan (revised Official Plan) has been submitted; revised proposal being prepared by Metro Planning Board. New zoning by-law will be required. Planning budget \$4,000.

Woodbridge - Has Official Plan and comprehensive zoning by-law. Application for annexation of part of Vaughan Township has been deferred. Planning budget \$250.

REPORT OF THE CIVIL DEFENCE CO-ORDINATOR

FOREWORD AND SUMMARY

PRIOR TO THE ESTABLISHMENT OF THE METROPOLITAN TORONTO CIVIL DEFENCE ORGANIZATION AN ATTEMPT HAD BEEN MADE TO ESTABLISH A CIVIL DEFENCE ORGANIZATION UPON A TORONTO AND YORK COUNTY GEOGRAPHICAL AREA. THE ORGANIZATION WAS A RATHER LOOSELY KNIT ONE AND EXPERIENCED THE GREAT DIFFICULTY OF CARRYING ON A LARGE AND IMPORTANT UNDERTAKING WITHOUT THE NECESSARY FUNDS TO PROVIDE THE ESSENTIAL STAFF, QUARTERS AND EQUIPMENT.

THE METROPOLITAN COUNCIL WAS RELUCTANT TO ENTER THE FIELD UNTIL IT WAS ESTABLISHED THAT THERE WAS AN EMERGENCY; WHAT THE EMERGENCY WAS; WHY THE EMERGENCY COULD NOT BE HANDLED BY THE DEPARTMENT OF NATIONAL DEFENCE; WHY THERE WAS A RESPONSIBILITY

FOR MUNICIPAL COOPERATION AND HOW A SUCCESSFUL PROJECT WAS TO BE FINANCED.

AS A RESULT OF NEGOTIATIONS WITH THE HONOURABLE PAUL MARTIN, FEDERAL MINISTER OF WELFARE, THE PREMIER OF THE PROVINCE OF ONTARIO AND THE CHAIRMAN OF THE METROPOLITAN COUNCIL, THE EMERGENCY RESULTING FROM THE DEVELOPMENT OF ATOMIC AND HYDROGEN BOMBS AND INTERCONTINENTAL BALLISTIC MISSILES WAS DESCRIBED, THE INABILITY OF THE DEPARTMENT OF NATIONAL DEFENCE TO ADEQUATELY COPE WITH THE RESULTS OF SUCH ATTACKS WAS INDICATED. THE BASIS FOR THE ESTABLISHMENT OF MUNICIPAL CIVIL DEFENCE ORGANIZATIONS WITH FEDERAL, PROVINCIAL AND MUNICIPAL COOPERATION AND FINANCING ON THE BASIS OF 50% FEDERAL, 25% PROVINCIAL AND 25% METROPOLITAN CORPORATION WAS DISCUSSED AND UPON APPROPRIATE RECOMMENDATIONS BEING MADE TO THE METROPOLITAN COUNCIL PROVISION WAS MADE FOR THE ESTABLISHMENT OF A METROPOLITAN TORONTO CIVIL DEFENCE ORGANIZATION.

THE METROPOLITAN CORPORATION MADE IT QUITE CLEAR AT THE INCEPTION THAT IT WOULD ENTER INTO SUCH A PLAN ONLY UPON THE BASIS THAT ADEQUATE PERSONNEL, EQUIPMENT AND FINANCING WOULD BE MADE AVAILABLE BY THE THREE GOVERNMENTAL INSTITUTIONS TO ESTABLISH AN EFFICIENT AND EFFECTIVE CIVIL DEFENCE ORGANIZATION.

ON APRIL 1, 1955, THE METROPOLITAN TORONTO CIVIL DEFENCE ORGANIZATION WAS ESTABLISHED. ITS POLICY HAS BEEN TO BUILD A BASIC ORGANIZATION AROUND EXISTING MUNICIPAL SERVICES, WITH FUNCTIONS CLEARLY LAID DOWN.

A WELL-EQUIPPED HEADQUARTERS AND TRAINING CENTRE HAS BEEN OBTAINED AND A FULL-TIME STAFF OF NINETEEN SELECTED. BY DECEMBER 31st, 1957 IT IS EXPECTED THE FOLLOWING POSITION WILL BE REACHED:

- (1) VOLUNTEERS WILL NUMBER AT LEAST 15,000.
- (2) THE NUMBER TRAINED IN CIVIL DEFENCE COURSES WILL

REACH 14,500.

- (3) TWENTY-SIX SUB-DIVISIONS, A CENTRAL TRAFFIC
DIVISION AND A WOMEN'S AUXILIARY POLICE DIVISION
WILL BE ACTIVATED, TRAINED AND EQUIPPED.
- (4) EQUIPMENT WILL BE SUFFICIENT TO MEET ALL TRAINING
DEMANDS.
- (5) OPERATIONAL EQUIPMENT WILL EITHER BE ON HAND OR
AVAILABLE IN AN EMERGENCY FROM MUNICIPAL,
PRIVATE OR OTHER SOURCES. AMONG THE MORE IM-
PORTANT TYPES OF EQUIPMENT ON HAND WILL BE:
 - (a) 25 AIR RAID WARNING SIRENS, COVERING THE WHOLE
AREA, WITH A MASTER CONTROL;
 - (b) A CENTRAL TELEPHONE SWITCHBOARD AND A
CENTRAL RADIO ROOM;
 - (c) RADIO RECEIVER-TRANSMITTERS INSTALLED IN
EACH FIRE STATION AND IN ALL FIRE APPARATUS
AND ALSO AVAILABLE IN PORTABLE FORM;

- (d) ONE WATER-IMPOUNDING BASIN COMPLETED AND
SITES FOR OTHERS SURVEYED;
- (e) TWO RESCUE TRUCKS AND OTHER RESCUE EQUIPMENT .
- (6) ALL POLICEMEN WILL HAVE RECEIVED A TWO-DAY CIVIL
DEFENCE COURSE, 515 AUXILIARY POLICE WILL BE FULLY
TRAINED AND EQUIPPED, AND SEVERAL POLICEMEN IN
EACH UNIT WILL BE TRAINED IN RADIATION MONITORING.
- (7) FOURTEEN RESCUE TEAMS OF 25 MEN EACH WILL HAVE
BEEN TRAINED.
- (8) A PLAN TO COPE WITH NATURAL DISASTERS WILL HAVE
BEEN WORKED OUT IN DETAIL, TESTED ON SEVERAL
OCCASIONS AND PERFECTED.
- (9) A COMPREHENSIVE TWO-PHASE EVACUATION PLAN FOR
THE METROPOLITAN AREA WILL HAVE BEEN WORKED
OUT, BASED ON FACTS, NOT ASSUMPTIONS.

IT MAY BE CONCLUDED THAT BY THE END OF 1957, THE
PERSONNEL, EQUIPMENT, TRAINING, ORGANIZATION AND OPERA-
TIONAL STATUS WILL BE IN A VERY SATISFACTORY CONDITION.

1. The Metropolitan Toronto Civil Defence Organization was not established until April 1, 1955.
2. Prior to that date civil defence in the metropolitan area had been the responsibility of the Toronto and York Civil Defence Committee which through lack of funds and governmental support had lapsed into an almost dormant state; it existed merely as a token organization; it had a staff of two and a stenographer which was totally inadequate to undertake any constructive programme; it was endeavouring to hold together what little had been accomplished during four years. Other than manuals and clothing issued by the Federal Government, there was no equipment for either training or operations, and nothing to offer the public who had to be interested on a voluntary basis. Accommodation for headquarters and training were dilapidated and mitigated against favourable public relations. Funds were not available from matching grants.
3. Extreme care has been taken in the development of the Metropolitan Toronto Civil Defence Organization to establish a basic organization with functions clearly laid down. The organization has been built around existing municipal services; a competent staff was selected to fill the nineteen positions provided for on a full time basis; training has proceeded in accordance with definite laid down syllabi; all equipment which has been obtained is of approved specifications and suitable for both training and operations; operational plans are being produced based on factual data, assumptions being avoided wherever possible.

4. By 1st January, 1958, the following position should be attained:
- (A) HEADQUARTERS: Situated at 280 Davenport Road, accommodation is now occupied as a headquarters and training centre, attractive in appearance, well furnished and well equipped, the training spaces being utilized practically every week night and some week-ends. The numbers and class of visitors daily testifies to the effect on public relations.
- (B) FULL TIME STAFF: The staff envisaged will remain at a total of nineteen including five liaison officers who will be returned to their Departments as their planning is completed.
- (C) VOLUNTEERS: The number of volunteers enrolled at 1st April, 1955 was 4,479, now the number is 9,300 and should be at least 15,000 by December 31st, 1957.
- (D) TRAINING: Up to 1st April 1955, the number trained in civil defence courses was 5,222, now the number is 9,086 and it is hoped to reach 14,500 by 31st December 1957. The courses being given are standard and specialist courses covering all subjects required for civil defence. They are also applicable to civil disaster.
- (E) UNITS: On 1st April, 1955 active sub-divisions were nine, being activated five, and inactive ten; this year activation of twenty-six sub-divisions, a central traffic division and a women's auxiliary police division will be attained; all will be equipped and furnished to carry out their own training. Two rescue training sites are available.
- (F) EQUIPMENT: Prior to 1956 the Federal Government issued training and other equipment either outright, or on loan, but since the matching grants agreement became effective, issues were made only as far as the then existing stocks were available, with the exception of certain short supply specialist equipment, a limited quantity of which is still available for training

purposes, the remaining requirements having to be met from funds provided by the matching grants.

- (G) No actual training or operational equipment was in our stock in early 1955, but by the end of 1957 there should be sufficient to meet training demands for all types of courses. A stock of operational equipment is gradually being acquired and provision is made in this year's budget for additional necessary items, which are dealt with under other headings. Stockpiling in bulk is not envisaged, but a stock will be built up of those specialist items which are unobtainable from municipal or other services at the time of emergency.
- (H) AIR RAID WARNING SYSTEM: Sirens are provided by the Federal Government and twenty-five of these were supplied in 1956 and erection is being proceeded with. Total coverage of the whole area should be completed this year and a master control installed.
- (I) COMMUNICATIONS: On the 1st April 1955, communications consisted of one telephone; now, telephone communication is provided by a switchboard capable of carrying 14 trunk lines in and 40 extensions therefrom. A radio room completely equipped with emergency power, has now been set up and sufficient portable sets for mobile operation covering the metropolitan area procured and tested. By the end of this year sufficient suitable transmitter-receivers should be on hand to provide the radio network necessary for co-ordination of emergency control. Practically all taxi firms have volunteered the use of their radio-equipped taxis and facilities for disaster use.
- (J) FIRE: No practical civil defence effort had been made on the fire service prior to April 1955, with the exception that one fire pumper had been loaned by the Federal Government for training purposes.

To use existing fire equipment to full advantage in emergency, it is obvious that an alarm system, communications and water are the prime requisites. A radio alarm system connecting with all Fire Department Headquarters in the Metropolitan area and with Civil Defence Headquarters has been installed and auxiliary power generators supplied to each; these have proven so satisfactory that they are being used very frequently now between Fire Departments to correct improperly placed alarms and other alarm errors.

The programme for radio for the present year includes provision of dual frequency receiver-transmitters for all fire apparatus not presently equipped; conversion to dual frequency of all present radio installations in apparatus; installation of radio receivers in all fire stations in the Metropolitan area for direct warning purposes. The result of these installations ensures universal warning to all stations, complete control of units in action, and co-ordination with fire apparatus throughout the Province.

The question of water supply for fire fighting etc. in case the normal supply was cut off by, or found inadequate for a disaster is one on which efforts to procure advice from outside sources were futile and it became obvious that local research was necessary.

In 1956, surveys of natural ravines and basins were undertaken, and Chatsworth ravine was selected for experiment. A firm of consulting engineers reported favourably on the feasibility of the project, and that 8,800,000 gallons of water could be stored there by installing a gate and overflow at a cost of \$16,000, which installation is being carried out this year. By January 1, 1958, other sites will have been surveyed and their suitability

ility determined; also by this date alterations to existing reservoirs will have been carried out to make their supplies of water available for fire and other disaster purposes.

In order to determine feasible economical relay methods for water, two experimental pumps have been procured, and tests will be completed shortly. These pumps are portable, and have a capacity of 500 GPM at 100 PSI. Three portable pumps at a total cost of \$4,700 will pump the equivalent gallonage of a standard Fire Department pumper which costs \$17,000 and will save a large amount of manpower. If the tests are satisfactory, limited stockpiling will be recommended.

(K) Since early 1955, all recruits for the regular Police have been given two full days' civil defence training; at present 115 auxiliary Police have been fully trained, clothed and equipped ready for duty, and this number will be increased by 400 in 1957 giving a total of 515 by 1st January 1958. The hazard of radio-activity and its detection may enter into normal police duty and certainly will in emergency duty and 30 Police Officers have already taken an intensive course on radiation monitoring, and by the end of 1957 this number will be increased to several in each Police Unit. The course on Civil Defence for recruits will be given to all regular Police who have not taken it, as they become available. Life-saving, rescue, breathing apparatus, flood lighting and generator equipment are available to the Police if required, and they have been advised of 24 hour contacts for procurement.

(L) RESCUE: Rescue training commenced in 1955 and by the end of 1957, 14 full rescue teams of 25 men each will have been trained, and in addition 500 members of other Civil Defence services will have had the basic self-help rescue course. Six complete sets of rescue equipment

as well as ancillary life saving equipment will be on hand together with two equipped rescue trucks. Two training sites are available.

(M)

NATURAL DISASTER: Prior to 1956, there was no plan existing for co-ordination of measures to combat natural disaster. Therefore, in March, 1956, a plan was devised and organization carried out.

The plan is based on arrangements made with the Department of Transport and conservation authorities for advance warnings to be given to Civil Defence of any meteorological conditions which threaten the area and situation reports on the progress and effects. Through a telephone answering service a member of the Civil Defence staff can be contacted day or night at all times.

A warning system has been set up within the Metropolitan Area to advise public utilities and others of the possibilities and progress. Approximately 150 persons or organizations receive the warning, promulgation of which takes less than 10 minutes.

To follow up on the warning, lists of sources of supply for desirable disaster equipment and services have been compiled and contacts which are available day and night established. The co-operation of churches, organizations, associations and business firms approached for this purpose has been most willingly extended.

During the development of a disaster, arrangements are made for constant reports on the situations in all danger or damaged areas and these reports are broadcast as received. When disaster appears possible, the staff of 280 Davenport assemble and remain on duty until the danger is past.

The above plan has actually been activated on several occasions in relation to floods and has worked very satisfactorily.

(N) EVACUATION: Planning for evacuation of the Metropolitan Area is in process and should be completed this year. The magnitude of the task is obvious and to formulate a plan which will be effective requires numerous surveys and intensive study. The plan under compilation follows very closely the basis decided upon by the Federal Civil Defence adapted to drainage areas, drainage points, and road and street capacities existent in this area.

A committee has worked several months gathering the data necessary for a comprehensive plan and finalization awaits information from other Civil Defence authorities regarding reception and other matters beyond our jurisdiction.

The general scheme for evacuation calls for two phases: phase "A" commencing on the initial strategic warning which is expected to be a fairly long interval before actual danger, evacuees to be aged, invalids, institutionalized persons, school children, etc.; and phase "B" which commences when the first warning of actual possible imminent danger is received, this phase embracing the remainder of the population.

Reception areas and routes to follow, will be designated by the Provincial Authorities.

Welfare services, viz: lodging, clothing, feeding, etc., are being planned within the Metropolitan Area in case the Area is

only partially damaged.

5. CONCLUSION: It is felt that, by the end of 1957, the personnel, equipment, training, organization and operational status will be in an extremely satisfactory condition. Interest of the public is increasing continuously particularly of larger organizations. The careful selection of equipment purchased has obviated any waste of funds; training is rapidly reaching capacity. The soundness of the organization adopted has proven itself, and operational planning is being based on facts eliminating assumptions. Visitors from all over Canada and from U.S.A. have been favourable in their comments, and many references are being made to us regarding our operation, which confirms my own opinion that our schemes are sound and making the desired progress.

REPORT OF THE CHAIRMAN OF THE BOARD
OF POLICE COMMISSIONERS

SUMMARY

PRIOR TO JANUARY 1, 1957, EACH OF THE THIRTEEN MUNICIPALITIES IN THE METROPOLITAN AREA HAD ITS OWN POLICE DEPARTMENT. THESE VARIED GREATLY IN SIZE, RECRUITING METHODS AND STANDARDS, TRAINING, EXPERIENCE, WORKING CONDITIONS, PENSIONS, SALARIES, AND EQUIPMENT. IN SEVEN OF THE MUNICIPALITIES CONTROL OF THE POLICE DEPARTMENT WAS EXERCISED BY THE LOCAL COUNCIL; IN THE REMAINING SIX MUNICIPALITIES, THE POLICE WERE UNDER THE JURISDICTION OF A BOARD OF POLICE COMMISSIONERS. THE RATIO OF POLICE OFFICERS TO POPULATION VARIED WIDELY, RANGING FROM 1 OFFICER PER 439 PERSONS IN THE CITY OF TORONTO TO 1 OFFICER PER 1,176 PERSONS IN THE TOWNSHIP OF SCARBOROUGH.

IN SEPTEMBER, 1954, THE METROPOLITAN COUNCIL

ESTABLISHED A SPECIAL COMMITTEE OF COUNCIL TO STUDY
AND REPORT ON THE ADVISABILITY OF UNIFYING THE POLICE
DEPARTMENTS IN THE METROPOLITAN AREA. THE COMMITTEE
CONDUCTED AN INTENSIVE INVESTIGATION DURING WHICH RE-
PRESENTATIONS FROM ALL OF THE AREA MUNICIPALITIES AND
OTHER INTERESTED GROUPS WERE RECEIVED. THE COMMITTEE
PAID PARTICULAR ATTENTION TO THOSE SERVICES, SUCH AS
COMMUNICATIONS, TRAFFIC CONTROL, IDENTIFICATION,
LICENSING, CRIMINAL INVESTIGATION, ETC., WHICH WOULD
BENEFIT GREATLY FROM CENTRALIZED ADMINISTRATION, AND
TO THE ABILITY OF THE LOCAL MUNICIPALITIES TO CARRY THE
FINANCIAL LOAD OF EXPANDING AND IMPROVING THEIR LOCAL
POLICE SERVICES.

AS A RESULT OF THE COMMITTEE'S INVESTIGATIONS,
UNIFICATION OF THE POLICE DEPARTMENTS WITHIN THE
METROPOLITAN AREA WAS RECOMMENDED, AND THE PASSAGE

OF THE APPROPRIATE LEGISLATION BY THE LEGISLATURE LED TO THE FORMATION OF THE METROPOLITAN POLICE DEPARTMENT ON JANUARY 1, 1957.

THE MAIN FUNCTIONAL UNITS OF THE NEW DEPARTMENT ARE ADMINISTRATION, DETECTIVE, TRAFFIC AND UNIFORM PATROL. THESE NOW SERVE AN AREA DIVIDED INTO SIX TERRITORIAL DISTRICTS AND ON MARCH 17, 1957, WHEN THE CENTRAL RADIO AND TELEPHONE SYSTEM WAS PUT INTO EFFECT, ONE TELEPHONE NUMBER BECAME AVAILABLE TO ALL RESIDENTS OF THE METROPOLITAN AREA REQUIRING POLICE SERVICE.

WITH NEW RECRUITING METHODS, A NEW POLICE CADET SYSTEM, STANDARDIZED TRAINING, REVISED RULES AND REGULATIONS, IMPROVED TRAFFIC CONTROL, NEW PROMOTIONAL SYSTEM, NEW EQUIPMENT, THREE NEW POLICE STATIONS AND INCREASED AND CONSOLIDATED STAFF, A MORE EFFECTIVE AND EFFICIENT POLICE SERVICE WILL RESULT. BY THE END

OF 1957, THE DEPARTMENT WILL BE UP TO ITS AUTHORIZED
ESTABLISHMENT.

REPORT OF THE CHAIRMAN OF THE
BOARD OF POLICE COMMISSIONERS

- (A) The situation which prevailed regarding Police services prior to the establishment of the Metropolitan Toronto Police.

Prior to January 1st, 1957, each of the thirteen municipalities within the Metropolitan Toronto area had its own police department. These varied greatly in size, recruiting methods and standards, training, experience, working conditions, pensions, salaries, and equipment both personal and departmental.

In six of these municipalities namely Long Branch, Etobicoke, York, Toronto, East York and Scarborough the department was operated under the jurisdiction of a Board of Police Commissioners. In the remaining seven namely New Toronto, Mimico, Swansea, Weston, Forest Hill, North York and Leaside control was exercised by the Council of the Municipal Corporation.

Having demonstrated its ability to set-up and operate certain area-wide functions of government which had previously been the responsibility of the local community, the Metropolitan Council in September 1954 established a special Committee of Council to study and report on the advisability of unifying the police and fire departments in the Metropolitan area.

The Committee decided to give consideration first to the unification of police and proceeded in the following manner:

- (1) In order that the Special Committee might have the latest available information with respect to the policies adopted by other large metropolitan areas in Canada, United States and England, a questionnaire was mailed to nineteen (19) such cities enquiring as to (1) the population of the central city, (2) the number of municipalities involved in the metropolitan

area (3) the population thereof; and (4) whether a co-operative agreement exists between the municipalities of such metropolitan cities for providing police and fire services for the entire area, and if so, the basis of such agreement. Replies were received from thirteen of the above-mentioned cities and the information contained therein indicated varying arrangements based on local conditions.

- (2) The thirteen municipalities within the Metropolitan Area were all invited to appear before the Special Committee and submit their views as to the advantages and disadvantages to be obtained by a unification of police services.

As a result of this invitation all appeared before the Committee and nine of the thirteen opposed unification. However of the nine municipalities which expressed opposition to unification, five agreed that some changes would be desirable.

- (3) The Special Committee received a Brief from the Bureau of Municipal Research which discussed all relevant aspects of the matter under consideration.

- (4) Submissions were received from Professor J. E. Reid of the Faculty of Engineering, University of Toronto; The Bell Telephone Company of Canada; the Canadian General Electric Company Limited; and the Rogers Majestic Corporation Limited on the feasibility of establishing a central communications system.

From that study the following facts were determined:

- (1) Some of the area municipalities felt that they were no longer able to carry the financial load of expanding and improving their local police services. As a result many important

functions of policing were not provided within those communities in any respect while other functions were inefficiently provided. In some areas the assistance of other departments was required from time to time but co-operation was maintained at a high level.

(2) Those opposed to unification agreed that

- a. central identification
- b. central control of licensing and permits
- c. centralized serving of summonses and warrants
- d. provision of officers for courts
- e. centralized traffic control

would improve police protection.

(3) The ratio of police officers to population in the thirteen Municipalities was as follows:

Toronto	1 -- 439	Etobicoke	1 -- 868
Forest Hill	1 -- 545	East York	1 --1046
Weston	1 -- 600	North York	1 --1071
New Toronto	1 -- 647	Mimico	1 --1083
Swansea	1 -- 700	York	1 --1111
Long Branch	1 -- 769	Scarborough	1 --1176
Leaside	1 -- 842		

(4) A central communications system providing both radio and telephone linkage in the area was entirely practical and feasible and would remove costly delays in critical situations and emergencies where speed is an important factor.

(5) In addition to the services which those opposed to unification agreed to in item (2) above these additional bureau benefits would result:

- a. centralized morality services

- b. centralized training
 - c. transportation of prisoners
 - d. criminal investigation services
 - e. control over receivers and disposers of stolen goods.
- (6) Duplication of services could be eliminated.
- (7) Differences in wage schedules and working conditions would be eliminated.
- (8) One Police Commission would enable a uniform enforcement of Police regulations, the Criminal Code and other ordinances.
- (9) Regardless of the efficiency of any local department, certain levels have been reached beyond which any of them cannot proceed.

As a result of the foregoing the Special Committee recommended the unification of Police departments within the Metropolitan area effective as of January First 1957. With the approval of the Metropolitan Council a request was made for the amending legislation which was passed by the Legislature in the Municipality of Metropolitan Toronto Amendment Act, 1956, Chapter 53, Statutes of Ontario 1956.

(B) The position which will exist on the First of January, 1958.

Immediately after establishment of the Metropolitan Toronto Board of Commissioners of Police in May 1956, a complete survey of all existing conditions was undertaken and a study made as to the best means of organizing the new department. The undernoted important changes were finally approved.

- (1) The department was divided into four main functional units:

- a. Administration
- b. Detective
- c. Traffic
- d. Uniform Patrol

Each of these branches was placed under command of a Deputy-Chief responsible for its operation to the Chief of Police.

- (2) The area was divided into territorial districts:

The City of Toronto

Etobicoke, including the Village of Long Branch

and the towns of New Toronto and Mimico

North York

Scarborough

East York, including the town of Leaside

York, including the Villages of Swansea, Forest

Hill and the town of Weston.

- (3) Particular attention was directed to the urgency of communications. With the assistance of private consultants a central radio and telephone system was devised. Consequently on March 17th, 1957 a single telephone number became available for all residents of the Metropolitan area and on April 1st, 1957, the radio system was completed. With this new operation police help can be provided in any emergency with a minimum loss of time. Due to the flexibility of the system all cars in the area may be alerted despite the use of two talk-out frequencies, and four talk-back frequencies enable the communications traffic load to be handled efficiently. To accomplish this a new transmitter has been erected and a completely new communications room established at police headquarters.

- (4) Recruiting methods have been standardized.
- (5) To facilitate obtaining police recruits and to release trained officers for more important duties, a police cadet system has been instituted whereby young men below the age limit for regular officers may be given limited routine duties such as parking meter violations etc. Upon reaching the age of twenty-one they then become eligible to join the regular force.
- (6) Training is now standardized and plans are under consideration for a new training centre which will enable in-service and refresher courses to be established. This will raise the general level of police service throughout the area.
- (7) The first step in a new promotional system has been established and by the end of 1957 the remaining parts will have been approved. This will provide a more objective means of assessing merit and ability for advancement in the force.
- (8) By January 1st, 1958 the Rules and Regulations for the department will have been completely revised incorporating the best of those now in existence within the thirteen departments and those which may be applied from the London England Metropolitan Police and forces in other Canadian and American cities.
- (9) Traffic control which was particularly ineffective at boundary locations has been greatly improved and will continue as additional equipment becomes available.
- (10) All districts now have the benefit of morality squads, special squads from detective headquarters, central identification, central purchasing, etc.
- (11) New specialized equipment such as a mobile laboratory has been provided.

- (12) Three new police stations are under construction and preliminary planning has taken place for additional stations in the outer districts.
- (13) A more effective and efficient police service will be provided in some districts by consolidating personnel from certain of the smaller divisions. This will entail closing some of the smaller stations and concentrating coverage from more advantageous geographical locations.
- (14) As of January 1st, 1957 the total strength of the thirteen departments was 85 below authorized strength. Determined recruiting has reduced this to 40 below strength as of June 1st 1957, and by the end of the year the department will be up to its authorized establishment.

Many improvements too numerous to mention will have been instituted by the First of January, 1958, to avoid duplication of existing services and to gain valuable police man hours to more efficiently maintain the Queen's Peace and Order.

REPORT OF THE CHAIRMAN
OF THE BOARD OF LICENSE COMMISSIONERS

SUMMARY

PRIOR TO THE ESTABLISHMENT OF THE METROPOLITAN LICENSING COMMISSION ON JANUARY 1, 1957, THERE WAS LITTLE, IF ANY, UNIFORMITY IN THE TRADES LICENSED OR THE FEES CHARGED BY THE 13 AREA MUNICIPALITIES. A TRADESMAN WHOSE BUSINESS EXTENDED BEYOND THE BOUNDARIES OF THE MUNICIPALITY IN WHICH HE WAS LOCATED WAS REQUIRED TO TAKE OUT A LICENSE IN EVERY OTHER MUNICIPALITY IN WHICH HE WORKED.

PARTICULARLY OBJECTIONABLE CONDITIONS EXISTED IN THE REGULATION OF TAXICABS.

ONLY 4 MUNICIPALITIES REQUIRED CARTAGE TRUCKS TO BE LICENSED AND ONLY THE CITY OF TORONTO HAD ESTABLISHED TARIFF RATES.

ON JANUARY 1, 1957, BY-LAW NO. 1 RESPECTING THE
ISSUANCE OF LICENSES TOOK EFFECT AND EXAMINING BOARDS
FOR ELECTRICIANS AND PLUMBERS WERE SET UP. A HEAD
OFFICE AND SEVEN AREA OFFICES WERE ESTABLISHED.
LICENSES OF A METROPOLITAN NATURE ARE ISSUED FROM
THE HEAD OFFICE, WHILE THOSE OF A LOCAL NATURE,
SUCH AS RESTAURANTS, FOODSTUFFS, SERVICE STATIONS ETC.
ARE ISSUED IN THE AREA OFFICES.

A FIRM OF ACCOUNTANTS WAS EMPLOYED TO MAKE
A SPECIAL INVESTIGATION OF THE TAXICAB INDUSTRY. AS
A RESULT, MANY ABUSES WERE ELIMINATED. DURING THE
FIRST FOUR MONTHS OF THE CURRENT YEAR 1505 OWNER
LICENSES WERE ISSUED AND A CONSIDERABLE IMPROVEMENT
OF SERVICE HAS BEEN ACHIEVED.

THE TOTAL LICENSING OPERATION IS NOW FUNCTIONING

MORE EFFICIENTLY THAN PREVIOUSLY; MORE REVENUE
IS COLLECTED WITH A SMALLER STAFF AND WITH LESS
INCONVENIENCE TO THE PUBLIC.

REPORT OF THE CHAIRMAN OF THE
BOARD OF LICENSE COMMISSIONERS

CONDITIONS PRIOR TO JANUARY 1st, 1957

Prior to January 1st, 1957 conditions respecting licenses could be generalized as follows:

- (a) While the provisions of the Municipal Act gave the same power to license to all thirteen of the area municipalities there was little, if any, uniformity in the trades licensed and/or the fees charged for such license.
- (b) A tradesman whose business extended beyond the boundaries of the municipality in which he was located was required to take out an additional license in every other municipality in which he worked. Thus we would find an electrician located in New Toronto paying a \$10 license fee there, but if he obtained a job in Etobicoke he would pay an additional \$25 to \$200 fee. This varied from municipality to municipality and often resulted in chaotic confusion which was exaggerated by Scarborough, East York, Etobicoke and Toronto having examining boards. Three of the other suburban municipalities accepted the results of the suburban boards. A similar situation existed in the plumbing and drain trades.
- (c) Taxicabs, Cartage Trucks and Driving Schools - These also experienced considerable difficulty in complying with the many varied regulations that changed from municipality to municipality.

Take taxicabs for instance, my investigations during January 1957, revealed the following:-

- (i) Many taxicabs were licensed in two or more municipalities.
 - (ii) Some licensed cab owners reported paying fines up to \$500 during the course of one year for operating in the neighbouring municipalities without a license. Some of these cases were based on a trip ending within two or three doors of the actual municipality boundary.
 - (iii) Some of the taxicabs were in very poor shape mechanically and were very dirty and disreputable looking.
 - (iv) For various reasons many taxicabs were subject to onerous and unconscionable deals that required payment of excessive amounts of money over a period of up to five years and payments totalling \$5,200 to \$14,000. Some deals included equipment, others did not.
 - (v) There was considerable evidence that these deals were the result of dishonest cab drivers who practised the art of high-flagging, taking a fare without putting on the meter. Some cab drivers would not work for an owner if this owner checked his meter to see if all monies had been properly cashed in. This was the result of the variance of regulations that existed and the manner in which each municipality enforced its own by-laws.
- (d) Cartage - Only Mimico, Scarborough, Weston, York and Toronto required cartage trucks to be licensed. As a result out of an estimated 7,500 cartage trucks operating in the metropolitan area only some 1,500 were licensed during 1956

and many of the unlicensed trucks from a cursory check could not pass a safety and mechanical check. Tariff rates had been in existence in Toronto for many years but even though some other municipalities licensed trucks, they had no tariff rates and therefore prices charged for trucking were very often abused and the public were not protected in the suburbs.

CONDITIONS AFTER THE ESTABLISHMENT OF METROPOLITAN
TORONTO LICENSING COMMISSION

On September 6, 1956 the Licensing Commission held its inaugural meeting and from then to the end of the year many interviews were held with various persons representing all trades.

By-Law No. 1 respecting the issuance of licenses was enacted on December 19, 1956 to take effect January 1, 1957.

During the interim period between the establishment of the Commission and January 1st 1957 examining boards for electricians and plumbers were set up to ensure that qualifications were uniform for these two important trades throughout the whole metropolitan area. Any person who was licensed in 1956 in an area municipality was issued a renewal license for 1957 without examination. If sufficient evidence was adduced that a licensee was not qualified the Commission could require the licensee to take an examination and failure would result in his license not being renewed for 1958. Eight offices were established as follows:

Head Office -	171 Eglinton Avenue East, Toronto 12
Scarborough Township -	2001 Eglinton Avenue East
East York Township and Leaside -	Coxwell and Mortimer Avenues
North York Township -	5101 Yonge Street

York Township and
Weston -

2696 Eglinton Avenue West

Etobicoke -

4946 Dundas Street West

New Toronto, Long Branch
and Mimico -

185 - 5th Street, New Toronto

Toronto, Forest Hill and -
Swansea -

City Hall, Room 105A,
Queen and Bay Streets

Licenses for trades of a metropolitan nature such as plumbers, electricians, cartage and taxi operators are issued from the head office, while those of a local nature, restaurants, foodstuffs, cigarettes, service stations etc. are issued in the area offices.

Special attention was given to the form of license and a type similar to that used for provincial motor vehicle licenses was adopted to facilitate the renewal of licenses in the next year.

A special magna card system was installed to record all necessary data concerning licensees which will be of considerable value when renewal of licenses commences in ensuing years.

On January 1, 1957 the Metropolitan Licensing Commission started to issue licenses on a metropolitan basis and to date have collected some \$575,000 in fees, which is more than the amount previously collected by all municipalities. It is estimated that this amount will increase considerably by the end of the year to possibly \$750,000.

The main problem was straightening out of the taxicab industry and I am happy to report that some 1505 owner licenses have been issued, each of which is on a sound and sensible basis. All of the fictitious transactions entered into to circumvent the original City of Toronto regulation that no taxicab licenses could be transferred have been eliminated. Licenses are now transferable, subject to the approval of the Board. The Board carefully examines each transaction to ensure that there is no trafficking in the

monopoly value of a license and that transfer transactions are not harsh and unconscionable but are reasonable and possible of completion.

A special investigation into this industry by the Commission who employed a firm of accountants, resulted in over 400 cases of unconscionable deals being settled on a basis that the sale price was reduced to represent actual cost value of equipment and license, such reduced price being secured by a chattel mortgage repayable at no more than \$15 a week plus 6% interest. These mortgages were left open and could be paid off at any time at the discretion of the purchaser.

Much progress has been made during the first four months of operation with the result that taxicabs are now generally cleaner and in better repair than before January 1, 1957. The same could be said for the operators of these cabs. It is the view of the Commission that the public are entitled to ride in clean cars, driven by neat courteous drivers. This was not the case during 1956. No problem of cab banditry exists and while there seems to be an influx of cabs into the centre of the city, the brokers in the outlying areas are reporting that they do not have sufficient cabs to fill their requests for service. The Commission is confident that over the next two or three months this condition will level out and the cab owners will operate more extensively in the areas they find most profitable.

The total operations of the Commission are now functioning more efficiently and more revenue is being collected than was previously the case with less staff and with less inconvenience to the public.

Commencing with the second year of operation on January 1st, 1958 the issuing of renewal licenses will be simplified with the public applying for a renewal on the back of their 1957 licenses as is the case with motor vehicle licenses in the Highway Department.

